



To the Rt. Hon. Henry Brooke, M.P.,  
Minister of Housing and Local Government.

We present herewith our report and proposals for  
the East Midlands General Review Area.

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## Maps

*Maps Accompanying the Report - op-3 100.82.06(6)*

- A Summary of Proposals
- B Proposed New Administrative Counties Amalgamating the Counties of Huntingdon and the Soke of Peterborough; and the Counties of Cambridge and the Isle of Ely.
- C Proposed New Administrative County Amalgamating the Counties of Leicester and Rutland.
- D Leicester C.B. Pattern of Development.
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- F Luton M.B. Pattern of Development.

*Definitive Maps at a Scale of 1/25,000, or about 2½ inches to one mile, separately published by Her Majesty's Stationery Office*

(Map No. 1 price 2s. 0d. net each part;

Maps Nos. 2, 3 and 4 price 2s. 0d. each net)

- 1 Proposed Alteration of the Areas of Administrative Counties (in seven parts).
- 2 County Borough of Leicester. Proposed Alteration of Area.
- 3 County Borough of Northampton. Proposed Alteration of Area.
- 4 Proposed County Borough of Luton

# EAST MIDLANDS GENERAL REVIEW AREA - REPORT

## GENERAL INTRODUCTION

1. The East Midlands Review Area is made up of the administrative counties of Bedford, Cambridge, Huntingdon, the Isle of Ely, Leicester, Northampton, Rutland and the Soke of Peterborough, and the county boroughs of Leicester and Northampton. The population, acreage and rateable value of these administrative areas are given in Appendix 1. Leicestershire and Northamptonshire each have a common boundary with Warwickshire in the West Midlands General Review Area and we chose to review this area at the same time as the West Midlands partly because of this common boundary and partly because the problems we were likely to meet here, taken with those of the two West Midlands review areas, would be fairly representative of those we were likely to meet in the rest of the country.

### OUTLINE OF PROPOSALS

2. The two existing county boroughs, Leicester and Northampton, both asked for their boundaries to be extended and three non-county boroughs, Cambridge, Luton and Peterborough wanted to become county boroughs. The only other positive suggestions we received were for minor alterations to the county boundaries. But Rutland, the Soke of Peterborough, Huntingdonshire and the Isle of Ely each have a population of less than 100,000 and are four of the only six administrative counties in England below this figure. Just as in the West Midlands we felt bound to consider whether Burton upon Trent and Worcester were large enough to remain county boroughs, so here we had to consider whether these four counties should remain as separate administrative units.

3. Our proposals for this area are summarised on Map A. This map is included for purposes of illustration only and does not purport to define exact boundaries, which are shown in more detail on the definitive series of maps at 2½ in. scale published separately.

#### RUTLAND

4. Rutland is the smallest administrative county in England, with a population (25,000) less than half that required by a district council before it may exercise delegated powers as of right in the education, health and welfare services. At this size it cannot provide the range and standard of services expected now and in the future. It seemed to us that in the interests of effective local government there was a strong case for joining Rutland with Leicestershire and that such an arrangement would not be materially less convenient to the people to be served.

#### THE FOUR COUNTIES (CAMBRIDGESHIRE, HUNTINGDONSHIRE, THE ISLE OF ELY AND THE SOKE OF PETERBOROUGH) AND THE CITY OF CAMBRIDGE

5. Huntingdonshire, the Isle of Ely and the Soke of Peterborough have each a population of under 100,000 and without the city of Cambridge the population of Cambridgeshire would also be less than 100,000. The present position in

Cambridgeshire, where the city of Cambridge accounts for more than one half of the population and over two-thirds of the rateable value of the administrative county, does not make for good relations between the two authorities. The Soke of Peterborough, also, is an unbalanced county, with the city representing more than 80 per cent of the county's population and rateable value and with an administrative structure that is unnecessarily complex.

6. In our draft proposals we suggested that Cambridge should become a county borough and that the rest of Cambridgeshire and the other three counties should be joined to make one substantial administrative county. In the light of developments since our draft proposals we now propose that Huntingdonshire and the Soke of Peterborough should become one administrative county and that Cambridgeshire (including the city of Cambridge) and the Isle of Ely should form another. We recognize the disappointment which this change in our proposals will cause to the city of Cambridge but we have come to the conclusion that this solution is the most practicable for the area as a whole.

#### LUTON

7. We propose that Luton, which is the largest non-county borough outside the Metropolitan area, should become a county borough. The present population is 123,000 and is likely to increase to 145,000 by 1971, and Bedfordshire County Council, the authority most affected by Luton's application, did not oppose it. Luton did not ask for Dunstable to become part of the new county borough and, after consideration, we think it is right that Dunstable should remain in the administrative county.

#### LEICESTER AND NORTHAMPTON

8. We considered the claims of Leicester and Northampton in the light of the principles laid down for our guidance<sup>1</sup> and we have proposed some extensions to include suburban development adjacent to the existing boundaries. We have also proposed the inclusion in both towns of some land suitable for development, but otherwise we have excluded most of the open land asked for.

9. The arguments used by the county authorities in opposing the claims of both Leicester and Northampton were very similar and for convenience we have repeated in our final chapter some remarks made on county borough extensions in our second report.

#### COUNTY BOUNDARIES

10. We have devoted a separate chapter to the boundaries of the two new counties we are proposing in place of the existing administrative counties of Cambridgeshire, Huntingdonshire, the Isle of Ely and the Soke of Peterborough. Here the issues which were most discussed were the future of Stamford, Newmarket and Royston. We are leaving the boundaries with Lincolnshire (Parts of Kesteven and Holland), Norfolk and West Suffolk for further consideration as part of the review of Lincolnshire and East Anglia. Royston at first wanted to change counties but later decided that it would rather remain in Hertfordshire; we are proposing however to transfer it from Hertfordshire to the new county of Cambridgeshire and the Isle of Ely.

<sup>1</sup> In the Local Government Commission Regulations, 1958, S.I. No. 2115.

11. Of the suggestions put to us for other county boundary changes the most substantial, which we accepted, was that Linslade should be transferred from Buckinghamshire to Bedfordshire so that it could be combined with the town of Leighton Buzzard.

## PROCEDURE

12. Our procedure followed the course laid down by the Local Government Act, 1958. At the start of our review we asked each county and county borough council to answer a series of questions about their own problems and about the review area generally. We sent copies of our questionnaire to every county district council in the review area and to each county and county district council bordering on the review area. We also invited certain local and national organisations to give us their views on local government in the area (see Appendix 3) and notices in the Press gave a general invitation to members of the public to let us have their views<sup>2</sup>.

13. In April, 1959, we started to hold meetings with the county and county borough councils in the area, and we also met the county district councils mainly affected by proposals put to us. Most of these meetings were held in London, but Commissioners and senior members of the staff also visited the area; and some meetings with the local authorities and interested local organisations were held in the East Midlands.

## DRAFT PROPOSALS

14. Our draft proposals were published on 29th February, 1960<sup>3</sup>. They were the result of considering the written submissions of the local authorities and others and what we were told in the course of our many discussions, as well as what we had seen and analysed for ourselves. We saw clearly enough the underlying problems of the area, but our discussions had revealed that there was much room for differences of opinion about the best way of solving these problems. We therefore limited our reasons for the draft proposals to a brief statement which we hoped would make clear the main considerations we had in mind without depriving the local authorities of their freedom of argument or ourselves of the opportunity to reconsider our proposals if it were shown that these could be improved. There were demands from the county councils of Rutland and the four counties of Cambridgeshire, Huntingdonshire, the Isle of Ely and the Soke of Peterborough for a further statement of our reasons. But the Act clearly intends draft proposals to be provisional and open to amendment in the light of further discussion. We did not think it would be making the best use of the procedure laid down in the Act if either we or the local authorities became committed to fixed views at too early a stage.

## CONFERENCES

15. Section 21 (4) of the Act requires us, before formulating final proposals, to confer with local authorities and other bodies and we held a series of conferences at which all the authorities and bodies concerned (see Appendix 6) were able to express their views in one another's presence. The first conference was held in Northampton on 24th May, when we discussed the draft proposals for

<sup>2</sup> Lists of the local authorities and interested bodies who wrote to us are given in Appendix 4.

<sup>3</sup> Lists of the local authorities and interested bodies who made representations on our draft proposals are given in Appendix 5.

Northampton county borough and for the boundaries of the administrative county of Northamptonshire with Bedfordshire. The draft proposals for Luton and other boundaries of Bedfordshire were discussed at the conference in Bedford on 8th June; the draft proposals for Leicester county borough and the boundaries of the administrative county of Leicestershire were discussed in Leicester on 29th and 30th June; those for Rutland were discussed in Leicester on 1st July; and those for the city of Cambridge and Cambridgeshire, Huntingdonshire, the Isle of Ely and the Soke of Peterborough were discussed in Cambridge on 19th, 20th and 21st July.

16. We should like to take this opportunity of putting on record our thanks to those councils who lent us their council chambers for the conferences, and who gave us such willing help in making all the arrangements.

#### ARRANGEMENT OF REPORT

17. We now present our report and final proposals. The first chapter of the report deals with Rutland, and the second with our main proposals for Cambridgeshire, Huntingdonshire, the Isle of Ely and the Soke of Peterborough: the detailed boundaries for these counties are described in the third chapter. The following three chapters deal with Bedfordshire (including Luton), and with the geographical counties of Leicestershire (including Leicester county borough) and Northamptonshire (including Northampton county borough). Finally, we have included the remarks already referred to on county borough extensions.

18. Our proposals for alteration of boundaries are shown in such detail as the scale will allow on the 2½ in. maps Nos. 1, 2, 3 and 4 (published separately). These maps cannot always show precisely what features the proposed boundaries follow; they have, therefore, been supplemented by a descriptive schedule of boundaries which forms Appendix II. As a detailed definition of the boundaries, the schedule thus takes precedence over the line shown on the 2½ in. maps. In a few instances we have adopted as the boundary the line of a proposed road or an existing road which it is proposed to widen. If the final line of these road works has not been settled by the time any order is made by the Minister, we hope that appropriate action will be taken under the powers of the Local Government Act, 1933, to ensure that the intention of our recommendation is carried out. Those sections of the boundary covered by this paragraph are marked by an asterisk in the schedule.

19. We received some suggestions for making minor adjustments to county boundaries which were either withdrawn by those who made them or were not included in our draft proposals for other reasons. We have not usually referred to these in our report. Even where authorities were agreed that changes should be made we only included them in our draft proposals if we thought some positive benefit would follow.

# CHAPTER I. RUTLAND

## CHARACTER AND STRUCTURE

20. Rutland is a sparsely populated county which is still predominantly rural in character. The only towns, Oakham and Uppingham, have populations of 4,200 and 1,900 respectively. Relatively large arable farms dominate the economy, although there is a large cement works in Ketton and ironstone working has a growing importance. There is no county town providing major shopping and other services and for these the people look mainly to Leicester.

21. An authority on local history has said that Rutland "is a small part of England as she used to be before the Industrial Revolution—unspoiled, clean, full of fine buildings, of country smells and sounds, of sound arable farming with great stone barns, of neatness, order and natural good taste almost everywhere. No other county in England surpasses Rutland for unspoiled, quiet charm . . . They say the best things come in the smallest parcels: Rutland is both very small and very good". Dr. Hoskins<sup>1</sup> was, of course, concerned with the character and architecture of the county and if these had been our main concern we should have found it easy to share his conclusion—although, in view of the cement works and the ironstone working, it can no longer be said that Rutland is entirely untouched by industry. That Rutland should have become the gift for queens in itself tells of the attraction of this small rural area. "Before the Norman Conquest", said another historian<sup>2</sup> "the practice of assigning the district known as Rutland to the king's wife in dower had begun the process which in time created the anomalous county of that name". Rutland appeared in its present shape somewhat later than most other English counties but like them became an administrative county under the Local Government Act, 1888.

22. The county has by far the smallest population of any county in England—25,000. The next smallest county (Westmorland) is over two-and-a-half times larger and the median population<sup>3</sup> of all English counties is almost sixteen times larger (West Sussex, 397,240). The population of the county is not likely to increase beyond 27,500 in the next 10 years. In addition to the county council, three rural district councils<sup>4</sup>, one urban district council<sup>5</sup> and a joint board for police, administer local government services for the area. Thus, an area whose population, size and rate income is that of an ordinary rural district which

<sup>1</sup> W. G. Hoskins, *Rutland*, p.5.

<sup>2</sup> F. M. Stenton, *Anglo-Saxon England*, 2nd Edn. p.331.

For the purpose of comparing an individual county with English counties as a whole averages are misleading, as there is such a wide range between the largest and the smallest counties and the existence of a few very large counties produces figures which are unrepresentative. We have found it more helpful to use median values, i.e. the figure in each case for the county so placed that there are an equal number of counties above and below it. The estimated population, rateable value, rateable value per head of population and estimated 1d rate product of all English counties are given in Appendix 2.

<sup>4</sup> Oakham R.D. 10,790 (1960 population) Ketton R.D. 3,550 (1960 population) Uppingham R.D. 6,430 (1960 population).

<sup>5</sup> Oakham U.D. 4,250 (1960 population).

would be administered from one office—indeed many rural districts are much larger—has the expense of no less than five separate council staffs, offices and the administrative machinery that goes with them.

## PROCEDURE

23. We made a careful study of Rutland's written representations at the outset and had discussions with the county's representatives. We also paid visits to the county. Our draft proposals were discussed at the statutory conference held in Leicester<sup>6</sup>. After that, we looked at our provisional ideas again in the light of what had been put to us, both in writing and at the conference, and as part of our reconsideration asked to meet the county council representatives again. In particular we wanted to give them another opportunity to comment on the figures used to illustrate our provisional views. At this meeting in Oakham we put the main issues plainly to them and heard their views. We have tried to put ourselves in Rutland's place, to see the issues from their side and to take account of their feelings, as well as their arguments. The procedure of the Act itself, with its requirement on us to formulate and discuss provisional proposals, has been a valuable aid in ensuring that Rutland's arguments against change were fully weighed and probed before final proposals were made. We have modified our draft proposals in one important respect since the statutory conference.

## THE PROBLEM

24. The problem facing us can be simply stated. It was whether Rutland, with a population of 25,000, can nowadays be a fully effective administrative county, by which we mean a county able to provide, by itself, a comprehensive range of services of high quality. Practically everybody who has considered the problems of reorganisation of local government has concluded that size of population is one of the decisive factors in determining effectiveness. It affects the case loads, the staff, the resources, the institutions and the ability of an authority to stand on its own feet. The Local Government Act, 1958, the regulations made under it and the White Paper which preceded it all make clear that in the opinion of Parliament, the Ministers concerned and the local authority associations size of population is highly relevant. The Act, for example, makes population a decisive factor in determining the capacity of a town to support the functions of a county borough and population again determines the right of a borough or urban district to claim delegated powers from its county. A borough or urban district<sup>1</sup> is not entitled as of right to delegated powers in health and education unless it has a population of 60,000; we have had to ask ourselves how Rutland, with a population of 25,000, could be expected to succeed in providing effectively the whole range of county services.

25. The present-day responsibilities of a county council have a very wide range, particularly in the personal services of education, health and welfare. The education service has its three main stages of primary, secondary and further education. As health authority the county council are concerned with functions ranging from health education and the prevention of illness, through

<sup>6</sup> A list of local authorities and other bodies represented at the conference is given in Appendix 6.

<sup>1</sup> Under the Act a rural district does not have this right even at 60,000.



care of people who are ill in their homes to the after-care of people discharged from hospital; their responsibilities also include maternity and child welfare, the school health service and mental health. In the welfare service they are responsible for old people, for care of the homeless and for services to the physically handicapped. In addition, county councils have responsibility for the children's service, as well as police, fire, highways, planning, ambulances and many other functions which are continually developing and call for ever-rising standards.

26. It is not an accident that over the years these responsibilities have been entrusted in the main to county councils and not to district councils, although the larger district councils can play a useful part in some of them. The chief reason for this has been that most of these services need substantial populations and resources if they are to be provided effectively and economically. As the White Paper on local authority functions<sup>a</sup> pointed out: "Most of the [county council] functions call for highly specialised staff; some require substantial resources; and some can be administered efficiently and economically only on the basis of large areas or populations. That is the reason why there has been a tendency in recent years for services like education, health and planning to become the responsibility of county councils". These requirements can readily be satisfied by a medium-sized county such as Leicestershire with a population of nearly 400,000. They cannot be satisfied by Rutland, with a population of only 25,000.

27. The effective provision of services is not the only need. The essential feature of local government in a county is that these services are fashioned and provided under the leadership of locally elected county councils. It is generally accepted that local government must be accessible to the people it serves and in touch with their needs. There has to be a good balance between "effectiveness" and "convenience", which are the key words of the Act. Rutland, because it is so small, has an exceptionally local and personal administration and it can thus argue the advantages of convenience. Our problem has been to consider whether the convenience of such exceptionally small size is more important than the possession by a modern county authority of the population and resources generally regarded as necessary for the provision of adequate services.

### RUTLAND'S CASE

28. Rutland want to remain a separate administrative county and their case rests on three main arguments which can be summarised under the headings of effectiveness, convenience and wishes of the inhabitants.

#### EFFECTIVENESS

29. The county council maintain that the county has the area, population and resources to sustain a full range of services and professional staff both now and in the future. Their own words, in their representations on our draft proposals, were: "We maintain that we have the area, population and resources necessary to sustain a full range of services and professional staff. . . . We deny the implication that we are deficient in professional staff. We have a happy,

<sup>a</sup> Functions of County Councils and County District Councils in England and Wales, 1957, Cmd. 161, paragraph 7.

effective and well-qualified team which gives the public the high standard of service required". They say, in effect, that size is irrelevant to the consideration of effectiveness and that indeed it is a positive advantage to be as small as they are. They admit that they get help from other bodies, but claim that this does not limit their effectiveness as an independent authority.

#### CONVENIENCE

30. Rutland say that because they are so small a community with their own interests and loyalties the present administration has a local and personal character which is more important than "cold" efficiency. The smallness of the county makes it possible for the officers and members of the council to know individual needs. They said in reply to our questionnaire that "the internal communications of the county are extremely satisfactory and could not be more convenient than they are at the present time. It is very convenient for people to have personal contact with the officials responsible for the administration of local government . . . . No part of the county is more than 13 miles distant from the county town of Oakham and the members of the council find that they can readily give their time to local government business because they do not have long distances to travel". Rutland say they are fighting to keep local government "local", and that amalgamation with either Leicestershire or Kesteven would not produce good local government.

#### WISHES OF THE INHABITANTS

31. Rutland argue that since the great majority of the ratepayers do not want change this should be accepted by the Commission as decisive. Nothing should be done to interfere with authorities that are providing a service to the satisfaction of the inhabitants. In their representations on our draft proposals they contended that "the continued existence of the county in its present form, in accordance with the wishes of its inhabitants, does no one any harm", and they say that they should be allowed to carry on the administration of the county services in the future as in the past, which in their view has been done efficiently, economically, intimately and to the satisfaction of the people in the county.

#### THE EFFECTIVENESS OF THE COUNTY

32. To be effective, in our judgment, an authority must be able to provide for itself comprehensive services of high quality over the whole range of its functions. It is not enough that an authority is able to provide the minimum requirements imposed by statute or regulation, it must have the capacity to go beyond those minimum requirements, to develop new aspects of services and to have in hand reserve capacity with which to meet the needs of the future. We live at a time of steady development in the social services and of technical change. An effective local authority should and would be capable of meeting any new demands made upon it and of adapting itself to the changing conditions with which it is likely to be faced. Our experience suggests that an authority restricted by its circumstances to a minimum provision must have difficulty in satisfying ordinary tests of full effectiveness.

33. The difference between a fully effective and a less effective service is not necessarily a difference of black and white. The differences appear in the standards, the variety and the range of choice offered to the people who use

the services. They are dependent on the financial resources of the authority, the numbers of people in any particular category for whom a service should be provided (the "case load"), the staff and institutions (and the possibility of specialisation within them), and the ability of an authority to fashion services to the needs of its own area.

34. We can illustrate what is entailed by considering Rutland's services under three main headings—(i) their dependence on other bodies; (ii) the limitations in their services; (iii) their resources and costs.

#### RUTLAND'S DEPENDENCE ON OTHER BODIES

35. Anybody looking closely at what happens in Rutland must be struck by the marked dependence of the county council on a large number of other authorities, bodies and institutions. If it were not for the ability and willingness of those authorities and bodies to provide places and facilities in schools, colleges, clinics and so on, many of the services could hardly be provided by Rutland at all. The measure of their dependence can be judged by the fact that in education the county council rely on others for practically the whole of their further education, for all their grammar school places, for all provision for their handicapped children (including child guidance), for the youth employment service and for nearly all the specialist advice necessary for the education service. In the health and welfare services they are dependent on others for all specialist advice, other than what can be given by the Medical Officer of Health personally, for nearly all provision in the mental health service (other than home visiting) and for provision for the blind, the deaf and the physically handicapped. In the children's service they depend on others for all reception and residential accommodation, other than foster homes. Their fire service is provided by Leicestershire. So are all their library books and the staff needed for the weights and measures service. This list takes no account of those services like police (Rutland lost their independent force in 1951) and agricultural education, which are under joint control.

36. Dependence on this scale is bad because it limits the value of the services that the county council does provide. The authority responsible for a service should be substantially responsible over its whole range so that choices can be made with a thorough knowledge of all the possibilities. Even more important is the fact that the standards and continuity in a service as a whole are weakened when the more advanced and the less ordinary aspects of it are outside the authority's own control. In education, for example, as we have already said, Rutland County Council are dependent on others for most of their further education, all grammar school education and all special help for handicapped children. We think most educationists would readily agree that where such parts of the service are outside a county council's control and experience it must have an adverse effect on those parts of the service which they do provide.

37. The other aspect of this dependence is that the result is not really local government by Rutland for Rutland. Local government means self-government, not just the maintenance of machinery through which services are provided on a substantial scale by others on an agency basis, the authority having no power to mould these services to the needs and views of their local inhabitants. The contribution of the Rutland County Council to the services mentioned in the last paragraph is, in fact, largely financial. Further education, for example, is

one of the most important county services but the county council can contribute little to the policy and standards in this field. All courses of sixth form standard or leading to professional qualifications are outside their control. Their part consists mainly in sending boys and girls to colleges of which they cannot determine the policy or curriculum according to their local knowledge or their local needs.

38. Over and above our view that on merits this degree of dependence is undesirable, we are required by the regulations under which we work to consider how far authorities are in a position to carry out all the functions entrusted to them. Rutland have told us they do not understand our reference to the criteria in the regulations. Regulation 5 says: "In assessing the effectiveness of any local government organisation of a review area, the Commission shall have regard to, inter alia, the extent to which the size and distribution of population and rateable value and the boundaries of administration of the various local services provide adequate resources and allow adequate scope for the efficient and economical discharge, over suitable areas, of all the functions exercisable by the local authorities concerned". Its implications in this context are plain enough to us—namely that as far as possible reorganisation should secure authorities capable of providing their own services. Over much of the field Rutland are not in a position to do this.

#### LIMITATIONS IN SERVICES

39. We now turn to the limitations in those services or parts of services which are provided by Rutland itself, and we examine them under the headings of staff and institutions. Although we have considered all the main services we have taken our examples from two services so as to be able, within the compass of this report, to be specific; we have chosen education and health because they are vital and developing services of national importance.

#### *Staff Limitations*

40. The salaries of chief officers in local government are related to the population of the area they serve. But it is not merely the highest salaries that attract the best men: they are attracted also to the places where there is the widest scope for the exercise of their professional skill. On both grounds it must be obvious that Rutland are at a disadvantage, compared with every other county in England, in attracting staff. We say this not in disparagement of any individuals, but as an inescapable disadvantage of this county's size.

41. They themselves told us of their difficulties when one chief officer was ill and of the delay when another had to be replaced; and clearly these difficulties, when they occur, must be acute because so much rests on the shoulders of one man. Yet a wide variety of individual circumstances and needs occurs even in a population of only 25,000 and thus the problems of complexity are there, even though various types of case may not occur in great numbers: in this respect there is a continuing need for the best possible staffing.

42. But Rutland are at a disadvantage not only in the quality of staff they can recruit, but also in the range of staff they can afford to employ, and the range of staff is equally important for the provision of modern services.

43. In Rutland the county health services (apart from the dental staff) are entirely dependent on a single Medical Officer of Health. With no Assistant Medical Officer, he has to cover every aspect of a service which is becoming more complex and more specialised. As well as carrying out the school medical supervision of more than 3,000 children and many other routine duties he has to be responsible for, and well acquainted with, services as different as maternity and child welfare, mental health, the assessment and care of handicapped children, the care and after care of people in their homes, health education and all aspects of preventive medicine.

44. Under these conditions a comprehensive service of high quality is in practice impossible. The Medical Officer of Health in a small authority can often make a valuable personal contribution to a particular part of the service and his local knowledge is, of course, an asset; but a Medical Officer of Health of Rutland cannot deal effectively with the many different aspects of a service which, as was shown by the Ministry of Health's evidence to the Royal Commission on Local Government in Greater London, is rapidly developing and changing in character. The absence in Rutland of an adequate range of experienced professional staff means, in our judgment, a service which is uneven, too limited in scope, too little specialised and in a word not adequate to the varied and changing needs of the present day. It is a minimum service of a routine character, and even so it is heavily dependent on other local authorities and voluntary bodies. It also has to leave too much to the general practitioner and the hospital instead of being able to give them the support which was envisaged in the three-fold division of the health service under which local health authorities are responsible for the domiciliary services.

45. The contrast with Leicestershire is marked. In that county the Medical Officer of Health can call on the special experience and knowledge of a medical staff the senior members of which are able to look after and devote time to particular branches of the service<sup>9</sup>. A senior medical officer, for example, is in charge of all the maternity and child welfare work. Another senior officer is in charge of the school health service. This is not simply a question of so many officers per head of population; it is above everything a question of the ability to collect together and deploy a team with a wide and varied experience and knowledge. Leicestershire can do this at no significantly higher level of cost because there are enough cases of each kind to justify the appointments. The work attracts good officers and provides the necessary experience of different types of case. As a result the service which is available to the people of Leicestershire is very different from what is possible in Rutland, while the burden on the rates is little different<sup>10</sup>.

46. What has been said of the medical staff applies also to the other staff available for the health service. A properly trained domiciliary team backed by skilled supervision (medical and non-medical) is an essential feature of the contribution to be made by the local authority to the modern health service.

<sup>9</sup> In addition to the senior medical staff several of the assistant medical officers have been able to develop special experience of problems such as spastics and educationally sub-normal children.

<sup>10</sup> In 1957/58 the health services cost Leicestershire 1s. 2d. in the £ and Rutland 14d. The corresponding figures for 1958/59 were 1s. 2d. and 1s. 1d., and for 1959/60 2s. 4d. and 1s. 10d.

With the very small number<sup>21</sup> of domiciliary health staff in Rutland it must be difficult to provide a team at all, let alone an effective one, particularly when account is taken of the time needed for training courses and absence through holidays, sickness, resignations and so on. Inevitably, in our view, the quality and scope of the service suffers, especially the preventive side of the work which is the first to suffer when a service is restricted.

47. Rutland's attitude to this is that they do carry a full range of professional staff; that if any others were needed they would be appointed; that people in Rutland are healthy without the services of the staff carried by other counties; that the county have too few cases in each special category to justify special appointments and that the local, personal character of the administration outweighs any advantage that might come from having staff with special experience of particular branches.

48. We need only comment on their claim to carry a full range of professional staff by saying that they carry the minimum staff. Their statement to us that they would appoint additional senior officers if need be, ignores the fact that such appointments could not be justified in terms of the number of cases or of the resources available to Rutland. In the view of most medical officers of health whom we have seen, modern public health work cannot be adequately carried out without a team of this kind, even with the help of clinical consultants from the hospitals.

49. Their repeated references to birth rates and death rates throws light on Rutland's approach to this service. Birth rates and death rates are good in Rutland. Indeed, it would be surprising if nowadays they were not in a country area like this; there is, too, a high rate of confinements in hospital in the county. But most progressive authorities are increasingly concerning themselves with the prevention of illness and with care and after-care in the community. In its fullest sense it is a job which requires the authorities to work with the general practitioner in developing a wide range of provisions, beginning with the health education of the expectant and nursing mother and the ascertainment and care of defects in children, and going on to the domiciliary care and after-care of adults. Compared with the average county Rutland are not equipped to tackle these problems in a comprehensive, modern and effective way. They are weak on ascertainment of defects at an early stage; and they suffer from the further difficulty that even if ascertainment were fully effective they would still not be able to make special provision in an economical way for educationally sub-normal children, the mentally sick or the physically handicapped owing to the small number in each category.

50. No man, woman or child should be at a disadvantage, if it can be avoided, simply because he or she is one of too small a number of a certain type of case. That the majority of people are able to get their ordinary needs met is no answer. It is one of the weaknesses of Rutland that the special cases it does have are at a disadvantage because there are not enough of them to make suitable provision within the county possible. The Medical Officer of Health has, for example, illustrated this, explaining the very small number of educationally sub-normal children registered in the county as due to the fact that

<sup>21</sup> Two health visitors, seven district nurse/midwives, eight part-time and 20 casual home helps in 1960.

they have no schools of their own, to the difficulty of getting places elsewhere for the children and to the difficulty of persuading parents to let their children go out of the county. This is an example of the way in which the smallness of an authority can work against those who need special provision.

#### *Education Staff*

51. In the education service, as in the health service, the size of the authority has prevented the building up of an adequate administrative and advisory team.

#### *Administrative Staff*

52. In these days the chief education officer of a medium-sized authority may expect to have, and needs, skilled assistance and advice not only on the three main stages of the service (primary, secondary and further education) but also in such fields as special educational treatment, staffing, buildings and equipment. In Rutland there is a chief education officer, and an assistant who has been appointed since we began our work. These officers are expected to administer this very diversified service and to advise the council on matters for which the medium-sized authority would have a number of specialist officers.

#### *Advisory Staff*

53. There is a similar lack of variety in the staffing of the advisory service. An education advisory service should stimulate the vitality and quality of the teaching<sup>12</sup>. Advisers are valuable for maintaining and improving standards, for the planning of schools and the choice of equipment, and for helping teachers by giving courses, discussing methods and assessing the needs of individual children. They furthermore help to link up the work of the primary and secondary schools and to relate the varied courses of the secondary stage to the opportunities in further education. In this county, with many small country schools, the need for staff of this kind is particularly important. The only advisory help Rutland have available for the chief education officer or for the schools is a meals organiser and the services of two part-time advisers (in horticulture and physical education) from Leicestershire. Again, because there are so few children leaving Rutland's schools each year the county council cannot provide an adequate careers advice service.

#### *Teaching Staff*

54. The size of an authority is relevant also to the effectiveness of the teaching staff. It affects their promotion prospects, the refresher courses open to them, their choice of specialist subjects and their ability to develop them, and the sharing of experience with colleagues with similar problems. It affects, too, the ability of the authority to recruit teachers with specialist interests and qualifications and to employ them to the best advantage—and this has a direct bearing on the choice of courses available to pupils.

55. In short, as regards staff we have no doubt that, compared with Leicestershire, which is able to carry a full administrative and advisory team<sup>13</sup>, Rutland's education services are at a serious disadvantage. In our view, the vitality and

<sup>12</sup> For example, in addition to their administrative staff Leicestershire have a substantial advisory staff covering such aspects as educational psychology, infant schools, crafts, domestic subjects, physical education, music and drama, youth service and careers.

<sup>13</sup> Twenty administrative staff, 29 advisers.

quality of teaching in the primary and secondary schools is bound to be adversely affected. The fact is, however, that the small number of school children in Rutland justifies neither the appointment of further administrative staff, nor the full-time appointment of an adviser on any subjects in the curriculum or for any one stage of education.

#### LIMITATIONS IN INSTITUTIONS

56. We have already seen from our consideration of Rutland's dependence on other authorities and bodies that they lack many institutions which a county council normally expects to have. They lack, for instance, further education colleges, grammar schools, special schools, some types of clinic, children's homes and mental health centres. We now turn to the institutions which they do have, and as an example we consider how far their educational institutions are affected by the size of the authority itself.

57. The county council have 3,200 children for whose education they are responsible. Of their 32 primary schools in 1960 only five had more than 100 pupils. Of course, in a rural area with a sparse population the organisation of primary education is necessarily difficult. In Rutland, however, the proportion of classes in which teachers have to deal with a wide age group is higher than in any other county in England. The need for advice to teachers dealing with such classes is particularly great; yet Rutland has no specialist advisers for this purpose. This is important for the care of infants, for backward children and for children showing special promise.

58. The number of pupils for whom the authority have to provide secondary education is very small; in 1960, 46 boys and 45 girls qualified for admission to grammar school courses. Rutland are, it is true, fortunate in having in Oakham, for boys showing an academic bent, a direct grant grammar school to which they send about 20 boys a year. They point out the high standing of this school and the advantage which they derive from it. Its benefit to the boys of grammar school age and aptitude in Rutland is obviously considerable. But 56 boys still have to go to Stamford in Lincolnshire and all girls suited for grammar school education have to be found places outside the county at schools in Lincolnshire and Leicestershire.

59. For children who are not fitted for grammar school education, or who need technical courses of a grammar school standard, the choice is restricted. Of the three modern schools, all cater for both boys and girls and only one is large enough to provide an annual intake of three forms. The choice of courses that can be given by teachers who are specialists in their subject is therefore limited. This is a serious disadvantage for the children of Rutland. Furthermore, the county council are not well placed to deal with problems of guidance and the placing of children, matters which should be continually under review both before and after the eleven-plus examination. In the year 1958/59 only 36 children stayed on beyond the age of 15 in the three secondary modern schools. To organise and staff appropriately the normal range of G.C.E. and pre-vocational courses for such a small number of boys and girls is patently impossible. These limitations affect particularly the child whose interests and aptitudes develop late.

60. In further education Rutland's provision is limited to some evening institute centres and some youth clubs. All other further education has to be obtained



outside the county, and as we have already said this has, in our view, an adverse effect on the service as a whole.

61. Rutland's readiness to send children to grammar schools is admirable and we have no reason to suppose that use of Oakham School would not continue as part of the wider provision possible under our proposals. Rutland have argued that if it would be in order for Leicestershire to use a direct grant school such as Oakham there is nothing wrong in Rutland's doing so. The difference is that over this part of the field Rutland have to depend entirely on schools outside their own control, whereas in a county of Leicestershire and Rutland a direct grant school would be part of the resources available to a comprehensive service. In our view that would result in a better service for the children.

62. To sum up, Rutland's use of schools outside their area does not compensate for the limitations in their own schools (particularly for children of less academic bent), their inability to plan their education service as a whole and the lack of adequate professional staff and advice. Rutland's education service is a restricted service and the result must be not only to deprive the children of some of the opportunities normal in most other counties, but also to provide an inadequate basis of experience on which to give advice and guidance to pupils, teachers and parents. Furthermore, this limited structure will have to meet additional demands in the next 15 to 20 years including the need for wider opportunities in the latter stages of secondary education, for closer links between courses in secondary and further education and for higher standards in pre-vocational education.

#### RUTLAND'S RESOURCES AND COSTS

63. Having considered Rutland's claim to be a fully effective authority from the point of view of their dependence on other bodies and of limitations on services, we now turn to consider this claim in the light of their resources and the cost of their services. We said earlier that Rutland, in size of population and rate income is really a rural district, but it is committed to the provision of county services and to many of the overheads inevitable in a county. A penny rate in Rutland for 1959/60 produced £1,069 compared with the median county (Bedfordshire) where the penny rate product was over £20,000<sup>14</sup>. Rutland's rate-borne expenditure in 1959/60 was £150,130 compared with £3.1 millions for the median county (Berkshire). Of course, Rutland's expenditure was heavily supplemented by Exchequer grant, but even so their total expenditure came to only £565,000 while that of the median county (Berkshire) was of the order of £9.0 millions. Even this picture is in some ways misleading since no less than 25 per cent of Rutland's total expenditure in 1959/60 was on roads compared with a figure of 13½ per cent for English counties as a whole. The burden on rates for this service alone in 1959/60 (3s. 8d. in Rutland as against 1s. 7½d. for English counties as a whole) was a heavy one.

#### *The effect of small resources*

64. In a situation of this kind with a very low rate income and so much of the council's income committed to roads, it is not surprising that some services go short. Another county in its evidence to us has put this point about the importance of rate income very aptly. Speaking of their own county they say "Notwith-

<sup>14</sup> The estimated penny rate product for 1960/61 is £1,063 compared with the median county (Northumberland), where it is £20,787.

standing that resources per head of population tend to be equalised by subventions from central funds, this cannot remedy a major deficiency in total of resources, on the adequacy of which depends flexibility and freedom of policy. The product of a penny rate is considerably below the average for the country and is regarded as no more than sufficient to enable adequate services to be maintained and developed". The product of a penny rate in this county in 1959/60 was over £10,000. Rutland has a product of £1,069. It has seemed to us inevitable that the smallness of their income from rates must influence their policy, particularly as regards services which are in need of development. By contrast, an authority with greater resources shows an ability to develop services or parts of services which are at its discretion and are not a statutory duty. This has seemed to us to be one explanation of Rutland's low expenditure in recent years in a number of services. In some of these services (notably mental health, child welfare centres, domestic help, further education and special schools) they have consistently been among the English counties with the lowest expenditure<sup>15</sup> per head of population. The peculiar circumstances of the county restrict the use that can properly be made of these figures, but they seem to us to give a fair general picture of Rutland's inability to give more than a minimum service.

65. Rutland's answer to this is that grants bring their resources per head of population up to the average and that rates are not a factor in determining their policy. This is not a view which is borne out by what other authorities have told us. In a county as small as Rutland the limiting factor is not rateable value per head, which may be high, but the low product of a penny rate, which means that even a very modest increase in expenditure produces a great increase in the rate poundage. To take only one example, if Rutland wished to appoint another chief officer, perhaps for welfare (which is at present the responsibility of the Clerk, who is also the Civil Defence Officer) this would be a serious matter since the cost of the salaries of chief officers in Rutland is already equivalent to a 10½d. rate compared with a 1½d. rate in Leicestershire. It seems to us therefore that their ability to provide a full staff and services is bound to be limited by their very small income from the rates.

#### *The high cost of services*

66. There is another aspect of Rutland's costs that causes us concern. The high cost to them of their roads has already been mentioned. This is directly due to the sparsely populated character of the county. There are other services that for the same reason are very expensive per head of population. For example the cost of each midwifery case attended in Rutland in 1959/60 was £30 7s. as compared with £19 4s. for English counties as a whole. Similarly in home nursing the cost for each visit was 14s. 6d. as compared with 7s. 0d. for English counties as a whole. The result in such services seems to us to be that the ratepayer and taxpayer do not get as much value for money as they would in the services provided by most other counties.

<sup>15</sup> Mental Health £43 9s. per thousand population (for English counties as a whole £70 per thousand population); Child Welfare Centres £27 8s. (£78 9s.); Domestic Help Service £69 5s. (£167 10s.). Further Education £1,268 (£1,679); Special Education £159 (£317). These figures are taken from the returns for the year 1959/60 published by the Institute of Municipal Treasurers and Accountants and the Society of County Treasurers.

67. There is much to be said for spreading these costs over a wider area. In the case of roads, for example, if the county were joined with Leicestershire, Rutland's rate burden of 3s. 6d. would be spread so as to amount to a rate of about 2s. 8d. in the area as a whole as compared with 2s. 7d. for Leicestershire as it is today. To take another example, the administrative costs per head of Rutland's health services have over the last few years been broadly comparable with Leicestershire's. But while the costs are comparable, the range and quality of the services are not.

#### CONCLUSIONS ON RUTLAND'S EFFECTIVENESS

68. Our conclusion from this survey is that the county of Rutland is too small in population and resources. It is obliged therefore to be too dependent on others and can only have a range of staff and institutions too narrow to provide some of the main county services effectively. Above all, the limited numbers in Rutland make it impossible for the county council to provide up-to-date comprehensive social services of high quality. We have taken health and education as examples of this, but similar limitations can also be seen in services such as the children's service and the domiciliary welfare services. Even when account is taken of the use made by the county council of voluntary bodies, we are forced to the conclusion that Rutland's weaknesses of staff and institutions are a decisive limitation on their ability to provide first-class, all-round services.

69. Rutland attach great importance to their ability to maintain close local contact with their people and we have taken this into account in judging their capacity to be effective. But local knowledge on the part of councillors and officers, helpful though that undoubtedly is, cannot be a substitute for adequate professional staff and institutions. The contribution that councillors can make to the day to day administration of complex and technical services is not unlimited. In the end what matters most to the child or the mother or person in need of care is the standard and skill of the provision made.

70. Rutland have asked us how their people would benefit if the county were joined with Leicestershire. We believe that they would benefit from improved services, particularly health, welfare and education (especially in its later stages), provision for the handicapped of all kinds, and the care of children; and that within these services there would be a general raising of quality and standards, wider opportunities and provision for the needs of the individual. This would come about mainly as a result of having available a more adequate complement of experienced staff and a wider range of institutions. The people of Rutland would thus enjoy the benefits which are available in a great many counties now at little higher cost.

71. A new county of Leicestershire and Rutland would be able to control and fashion its own services and to develop them to suit its own needs as they arose. As we have indicated, the next few years are going to see important changes in the social services. In education the Crowther Report and recent Government statements have already shown the direction that change is likely to take. In welfare the Younghusband Report (to which the Government have signified their approval) has foreshadowed important changes. Many developments are taking place in the field of health. The new Mental Health Act is already making big calls on the resources of local authorities. In our view

Rutland can make little headway in any one of these fields if they remain as they are. They say they have managed in the past and will manage in the future. We find it hard to believe that they have realised to the full the implications of what is coming. But even if they have, they would, for the most part, have to rely on other people. The new Mental Health Act is an example of the way things will go in Rutland. Their scheme for this service consists very largely of proposing to take places in other people's institutions. More and more, it seems to us, Rutland would be bound to lose control of important services if the services were to be provided at all.

## THE CONVENIENCE OF RUTLAND

72. Rutland's second main contention is that their smallness, with its resulting convenience, local knowledge and personal contacts, is a positive advantage and that amalgamation with a larger authority would mean that these would be lost. The Act itself requires us to consider the convenience of local authority areas. This means the need to have authorities that are reasonably "local", that is, accessible geographically and responsive to local needs and feelings. Most people think of this in terms of authorities that are not too big, not too far away and made up of elements that are not too diverse. It is clear to us from our examination of a number of counties of different size and make-up that there is no one prescription for convenience. There are many different ways in which counties seem to us to achieve satisfactory local government. County government is, moreover, in the rural areas a three-tier structure, with the districts and parishes supplying a valuable local foundation.

73. Rutland, in saying that they are fighting to keep local government "local" make the mistake, we think, of believing that their way is the only way in which this is possible and that any county appreciably larger in size is necessarily remote, impersonal and "bureaucratic". We have asked ourselves whether other counties manage to achieve local government which is democratic, responsive to people's needs, and human. We have now seen a good many and here is no doubt in our minds that the middle-sized county is certainly able to provide a local government which is all these things as well as effective. We cannot accept Rutland's argument that the only way of keeping county government "local" is by retaining an administrative county of 25,000. We believe that it is possible, within an administrative county large enough to be fully effective, to achieve a form of administration that is neither impersonal nor remote. This is not theory. The record and experience of other counties prove it.

74. Rutland's difficulty in appreciating this is due to the fact that in their case county government is, as it were, on a district level. The administration is personal; enquiries at the office for instance may often be dealt with by the chief officers themselves. It is highly local in the sense that the councillors and officers are part of the daily social and economic life of a small, predominantly rural society and as a result have a wide acquaintance with local people, interests and bodies. The county council's wish to keep this very local administration is understandable but, as we have tried to show, local government on this extremely small scale prevents the provision of effective county services. In our judgment the people of Rutland are paying too high a price in terms of

effectiveness and they could be given a far more effective system which was neither remote nor impersonal, nor in any other way inconvenient.

### WISHES OF THE INHABITANTS

75. Rutland's third main contention is that the services which the county council provide are regarded as satisfactory by their inhabitants and that we should regard this as decisive. This factor is, however, but one among a number to which we are required under the Local Government Commission Regulations to have regard. We have taken the views of the inhabitants into account, as the modifications which we have made to our draft proposals show, but we should never have been given our present task if the final conclusion were not to depend on wider considerations as well, including the opportunities we have of comparing one authority with another in respect of all the factors which must be taken into account.

### IMPLICATIONS OF RUTLAND'S CASE

76. Rutland have suggested to us that they are capable, despite their smallness, of being a fully effective county. We have explained why, in our view, this contention is unacceptable. We now add that if it were to be accepted, this would have far-reaching implications for local government reorganisation generally. One of the considerations uppermost in our minds where issues relating to extensions of county boroughs were in doubt has been the need to have strong counties capable of providing progressive comprehensive services. We have received and generally accepted a good deal of evidence from county councils about the conditions under which this can be done, and it has not included the idea that a county can be an effective unit with a population of 25,000.

77. On the other hand Rutland have drawn the inference that our proposal to join them with Leicestershire is a first step towards the "regionalisation" of local government. This is not so. The general structure of local government might have to be changed if it proved inadequate, and the continuance of authorities too small for their responsibilities would point that way. But if the present structure can be strengthened where it is weak, the general structure will survive, although some individual authorities may face big changes. That is the purpose by which we have been guided.

### PROPOSALS

78. In the light of what has been said above, it will not be a matter for surprise that we find ourselves unable to recommend that Rutland should remain a separate administrative county in its present form. Amalgamation, in our view, is essential. Leicestershire is the most natural partner for Rutland. It is an effective, progressive and convenient county, which already provides some of Rutland's services. It is a good example of the way in which a middle-sized county can combine effectiveness with an administration that is personal and human. In addition to the existing administrative<sup>14</sup> links between the two counties, there are a number of voluntary bodies covering the two areas. Much

<sup>14</sup> There are already formal links in the form of a joint board for police and joint provision of agricultural education.

of the Rutland area looks to Leicester for main shopping and other urban facilities, and the adjacent rural areas of both these counties are essentially similar in character. There is, in short, a definite community of interest.

79. The alternative would be to join Rutland with Kesteven, with which the eastern part of the county has some affinities. The advantage of this from Rutland's point of view might be that they would join a more rural county at present appreciably smaller in population than Leicestershire. Rutland have not expressed a clear preference for either; either, they say, would be "disastrous". We are satisfied that the balance of advantage lies in the union of Rutland and Leicestershire. The gain in effectiveness to Rutland would be greater, the area on the whole has stronger links with Leicestershire and the resulting county would be more convenient.

80. In our draft proposals we accepted Ketton's suggestion that the rural district should be separated from the rest of the county because of its close links with Barnack rural district and Stamford. In the light of the representations on the draft proposals (see paragraph 185) we think that it would be better not to split the county, although we propose very small adjustments of the external boundary (see Appendix 11, p. 134).

81. Rutland's aim throughout this review has been to keep their separate identity. We have sympathy with them and have tried to see whether something of this kind is possible. Union with Leicestershire is, in our view, essential, but we suggest that Rutland might well form one county district (subject to any boundary adjustments considered necessary) within the new administrative county of Leicester and Rutland. In this way Rutland would keep its separate identity, though not as a county, and there would be a Rutland council to which many of the traditions and loyalties could attach themselves. This suggestion would have the additional advantage that the present top-heavy local government structure of a county council and four small district councils would disappear and be replaced by a single strong district.

## SUMMARY

### *The problem (paras. 24-27)*

82. The main problem is whether the population and resources of Rutland are such as to make strong, independent and effective county government possible.

### *Rutland's case (paras. 28-31)*

83. The county council maintain that they are fully effective; that the convenience, and the local character of the present administration outweigh any gain in effectiveness that might result from being part of a larger authority; and that services are provided to the satisfaction of the inhabitants. They think they should be treated as a special case.

### *Our views (paras. 32-77)*

84. The population, resources, case loads, staff and institutions make it impossible for Rutland to be a fully effective county either now or in the future. Their services, especially the social services, suffer in consequence. The nature and extent of the county council's dependence on others do not make for

independent local government. Changes in the structure and in the distribution of functions are needed. The local character of the present administration cannot be reconciled with the interests of the people and the proper development of the services unless changes are made. A new authority of Leicester and Rutland would make a strong, progressive and convenient county.

*Proposals and recommendations (paras. 78-81)*

85. We therefore propose that Leicestershire and Rutland should be amalgamated to form a new administrative county, to be called "Leicester and Rutland"; and we recommend that the area of the present county of Rutland (subject to minor boundary adjustment) should form a single rural district.

## CHAPTER II. THE FOUR COUNTIES

### CHARACTER AND STRUCTURE

86. It was apparent to us at an early stage in our review that we ought to consider together the four counties of Cambridgeshire and the Isle of Ely, Huntingdonshire and the Soke of Peterborough. The problems of local government structure in the four counties are interconnected. Geographically they form a group of rural counties containing in the east a substantial area of fenland. For shopping, business, entertainment and other urban facilities the whole area lies within the spheres of influence of the only two important centres of population—Peterborough in the north and Cambridge in the south.

87. Those familiar with this part of the country will not need to be reminded that men of great character and resolution have come from here. We ourselves, in the course of our review, have come to appreciate at first hand the qualities that went to the making of the Parliamentary Army in the Civil War and to appreciate something of the King's troubles!

#### THE SOKE OF PETERBOROUGH

88. The administrative county of the Soke of Peterborough is part of the geographical county of Northamptonshire. It is bounded on the east by the Isle of Ely, on the south by Huntingdonshire, on the west by Northamptonshire and on the north by Lincolnshire (Parts of Kesteven and Holland). The ancient autonomy of the Soke was recognised by the Local Government Act, 1888, which constituted it a separate administrative county.

89. The Soke of Peterborough contains only three county districts; the city of Peterborough, with a population in 1960 of 56,980, the rural district of Peterborough, with a population of 8,020 and the rural district of Barnack with a population of 5,040. The city, with 81 per cent of the total population, is therefore overwhelmingly dominant in the Soke of Peterborough. It is not only a market town and major shopping centre but also both a centre of communications, with extensive railway marshalling yards and workshops, and an industrial town particularly noted for brick manufacture and a wide variety of engineering products. Its sphere of influence for shopping, cultural and other purposes extends well beyond the limits of the Soke of Peterborough. The rest of the county is almost wholly agricultural: mixed farming with a high proportion of arable prevailing in the west, and intensive market gardening and arable cultivation on the fenland and the fen margins in the east. With a total population of 70,040 the Soke of Peterborough is the third smallest county in England.

#### HUNTINGDONSHIRE

90. Huntingdonshire is bounded on the north-east by the Isle of Ely, on the south-east by Cambridgeshire, on the south-west by Bedfordshire, on the west by Northamptonshire and on the north by the Soke of Peterborough. The north-eastern part of the county is part of the fertile fens, intensively cultivated and drained by pumping from low-level drainage systems to the main waterways. The rest of the county consists of undulating land sloping gradually from



the west to the fenland of the north-east. There are first-class communications from north to south, including the Great North Road, as well as some useful east-west roads so that most parts of the county are within easy reach of both Peterborough and Cambridge. Since the war there has been an appreciable introduction of industry and the county's population has grown from 69,790 in 1951 to 82,360 in 1960. At its present population it is the fourth smallest county in England. The most striking rate of increase in the population has been in Old Fletton (now 11,580) which forms a continuation of the urban area of Peterborough and is the largest urban district in the county. The next largest urban area is the newly-formed borough of Huntingdon and Godmanchester which has a population of just under 9,000.

#### CAMBRIDGESHIRE

91. The geographical county of Cambridgeshire, which includes the Isle of Ely, dates back to Anglo-Saxon times. The administrative county is bounded on the north by the Isle of Ely, on the east by West Suffolk, on the south by Essex and Hertfordshire and on the west by Bedfordshire and Huntingdonshire. In the centre of this otherwise predominantly agricultural county lies the city of Cambridge. The 1960 population of the county was 186,260 of which the city's share was 93,840. About 23,000 of the county's population live in the villages around Cambridge, which have very close links with the city; and it has been part of the county council's planning policy to encourage a limited expansion of population and industry in these villages rather than in the city itself. The city and the villages together contain almost two-thirds (65 per cent) of the county's total population.

92. Beyond these villages the county is rural and although there are a number of small urban centres just over the county boundaries to the south and east, the only real centre in Cambridgeshire is the city. No part of the county is more than fifteen miles from it and access to it is easy from all parts. The county council told us that they thought Cambridge was perhaps unique in the country in that not only is it the geographical and natural centre of the administrative county but it is the only town in that area. This had resulted in the city being the centre for a wide variety of public utilities and commerce which serve the whole county.

#### THE ISLE OF ELY

93. The Isle of Ely is part of the geographical county of Cambridge but it was recognised from very early times as a separate administrative Division of the county (like the Ridings of Yorkshire and the Parts of Lincolnshire) and became an administrative county under the Local Government Act, 1888. Physically the Isle of Ely is wholly fenland. It is bounded in the north by the Holland division of Lincolnshire, in the east by Norfolk, in the south by West Suffolk and Cambridgeshire and in the west by Huntingdonshire and the Soke of Peterborough. The fenland is first-class agricultural land and is preserved by an elaborate system of land drainage, which is not unnaturally one of the main preoccupations of its people. The Great Ouse and the Nene flow roughly parallel from south-west to north-east across the county and between them run the two main artificial channels of the Old Bedford river and the New Cut. These natural and artificial waterways inevitably make some communications difficult. The two major roads in the county are the A47 from Kings Lynn to

Peterborough via Wisbech, and the A10 from Downham Market to Cambridge via Ely. There is also a direct route from Wisbech to Cambridge via Chatteris. The whole of the county is within about twenty-five miles of March, the administrative centre.

94. In 1960 the population of the county was 89,320, which makes it the fifth smallest county in England. The population has been almost static over the last ten years, the natural increase having been largely offset by migration to other parts of the country. The biggest urban centres are the borough of Wisbech, with a population of 17,170 and March urban district which has a population of 13,280. Agriculture, market gardening and land drainage are dominant factors in the life of the Isle of Ely, which is, despite improving communications, still a somewhat isolated place.

## INITIAL VIEWS OF THE LOCAL AUTHORITIES AND OTHER BODIES

### THE CITIES OF CAMBRIDGE AND PETERBOROUGH

95. The two cities of Cambridge and Peterborough both told us that the existing local government structure of the area was unsatisfactory. They suggested that the answer to the problems of the area, so far as they themselves were concerned, lay in their being made county boroughs.

96. *Cambridge City Council* were dissatisfied with a structure in which the city represented over half the population of the county and about 70 per cent of the rateable value, but had less than half of the membership of the county council. They were in particular dissatisfied with the delegated powers which they held and they said that "increased expenditure, administrative duplication, and delay and frustration in varying degrees seemed an inevitable concomitant of any scheme of delegation".

97. They pointed out that Cambridge had tried to secure county borough powers as far back as 1912. The city council were convinced that where it is feasible the county borough system leads to sound, economical and democratic local government and that in Cambridge it was both feasible and desirable. They thought that it had become increasingly anomalous that Cambridge should remain a non-county borough. Locally this anomaly was underlined by the existence within about fifty miles of Cambridge of four county councils whose population and rateable value were less than those of Cambridge.

98. The city council said that Cambridge would soon meet the requirements of the Act and the regulations as regards population. The 1959 population was 92,500, the extensions for which they asked (see Appendix 7) would bring this to 94,280 and the county development plan envisaged that the population would reach 100,000 by 1971<sup>1</sup>. There were also special circumstances in favour of making Cambridge a county borough. The council pointed to the city's long history and its international reputation, to its special position as the seat of one of the ancient universities; to its position as the original organisation centre of East Anglia and to its record in local government. They mentioned in particular the fact that this was the only non-county borough with its own police force and they added that the financial resources of Cambridge were stronger than those of most county boroughs.

<sup>1</sup> The 1961 census figure was 95,358.

99. They appreciated that to make Cambridge a county borough would create problems for what was left of the county, but they felt that this underlined the city's contention that the administrative area of the county as it existed was unsatisfactory. The solution of the county's problems which they favoured was that put forward by the Boundary Commission in 1947, namely the amalgamation of the four counties (but with the difference that Cambridge would be outside the county structure instead of being within the county as a "most-purpose" borough).

100. *Peterborough City Council* said that in their view a completely anomalous position existed as between the city and the Soke. Two independent local authorities operated for virtually the same area; at present the city had 81 per cent of the population of the county and 88 per cent of the rateable value. They thought that the duplicated hierarchy of chief officers and departments was completely unjustified, and added that the exceptional relationship between the city and the county had in turn led to the establishment of joint boards for the services of education and police; and they pointed out that it seemed certain that the city's population would shortly reach 60,000, at which they would be able to claim delegated powers as of right. The difficulty of the situation that would then arise was accepted both by them and by the county council; Peterborough reached the conclusion that the solution was for the city to be made a county borough. This they recognised would mean the dismemberment of the county; they suggested that parts of the rural areas "might rationally be regarded as an extension of the county of Northampton, whilst other parts with quite strong affinity with the borough of Stamford might consistently be placed as an extension of the Kesteven area".

101. The city said that the urban district of Old Fletton in Huntingdonshire was really part of the city and should come into it, but they recognised that even with this added area, and assuming a fairly rapid increase in population, it would be many years before the city's population would reach 100,000. Notwithstanding this they argued that the administrative structure in the Soke created special circumstances which would justify making the city a county borough.

#### COUNTY COUNCIL VIEWS

102. The initial view of the counties was that there was no need for a major change in the general structure and that therefore the right course was to keep the status quo. Details of minor boundary changes suggested by the counties are given in Chapter III (page 48).

103. *Cambridgeshire County Council* said that the size and shape of the county were satisfactory; and that the position of the county town in the centre was "conducive to the efficient and economical management of the administrative services". They were opposed on several grounds to Cambridge's being made a county borough. They denied that it had or would have the requisite population. They thought that it was contrary to the national interest for areas of substantial rateable value to contract out of the duty of helping to finance local government services in the rural areas with which they were closely related. The prosperity of the city was to a large extent due to the activities of the population in the rural area of the county; and the county council believed that it was "only right and proper that city rateable values should share in the

rateable costs of providing local government services to the rural areas". They contended that the cost of local government services called for a wider area of charge and that such an area was best provided by the county, within which the two-tier system operates. They added that further subventions to the county from the Exchequer would be called for if Cambridge became a county borough.

104. *The Soke of Peterborough* put forward similar arguments in favour of the status quo and against making Peterborough a county borough. They said that although the Soke was small in area the financial resources were good and they had no hesitation in claiming that they had been "effective and efficient in shaping and maintaining the services required of a major local authority". Their record was one of sound progress and efficiency and they were providing local government services of a high order at an economical cost. These factors, coupled with "the unique historical background and traditions of the Soke of Peterborough", gave strong grounds for contending that the Soke should continue as a unit of county administration. They opposed Peterborough's application to become a county borough because in their view the interests of the urban centres and the surrounding countryside in this part of the country were complementary; and like Cambridgeshire they thought that it was essential that the resources, financial and otherwise, of towns like Peterborough and Cambridge should not be turned away from the surrounding rural areas, because if they were it would be "virtually impossible to administer and link into an efficient area or areas of local government the remaining scattered rural communities".

105. *Huntingdonshire* emphasised that they had no proposals either for major changes or for minor adjustments to boundaries and expressed their wish to remain as an independent administrative unit. They thought that the county was an efficient local government area with sufficient resources for the proper administration of county services and that no amount of alteration of boundaries or amalgamation would make it any more effective. They said that if Cambridge became a county borough the detachment of the city from the administrative county would leave a sparsely populated area without any natural centres from which the services could be provided and that this would tend to make the administration of county services for the rest of the county unduly expensive.

106. *The Isle of Ely* were likewise satisfied with the existing arrangements. Upon grounds of administrative convenience, community of interest, standards of services and financial resources, the Isle of Ely was in their view a satisfactory unit of county government. They contended that the county council could submit "an impressive record of substantial development"; and that the standards of the services which they provided were at least equal to those in other counties. They too said that they did not consider that there was any need for the city of Cambridge to become a county borough.

#### THE DISTRICT COUNCILS

107. Of the 24 district councils in the four counties (not counting Cambridge and Peterborough) all but three made representations to us in response to our initial invitation to submit views. Nearly all of them supported the county councils in wanting to preserve the status quo and they saw no possibilities of any changes which would make local government in the area more convenient and effective. Several of the Isle of Ely authorities emphasised that their people would not like to be part of a large county; and other authorities agreed with

them in suggesting that the services were more convenient to the public in a small county.

**108.** A few of the district councils (in particular St. Neots urban district and the rural districts of Barnack and Newmarket) had suggestions for minor boundary changes. These are dealt with in Chapter III.

#### OTHER BODIES

**109.** We received comments from many voluntary, professional and other bodies and associations in the area, including county associations and parish councils, Health Service Executive Councils, Community Councils, Womens' Institutes and local branches of the National Farmers Union<sup>3</sup>. The Peterborough and District Trades Council were in favour of making Peterborough a county borough. But most of the other bodies wanted no change of any kind. Like the district councils many of them saw positive advantages in having small counties. For example, the Huntingdonshire Parish Councils Association thought that a small county allowed "a degree of cohesion and intimacy which could not be as effectively sustained in a larger agricultural area". The Isle of Ely Parish Councils Association said that "neighbourly co-operation seems more effective than any amalgamation, with the consequent dislocation of services and the inevitable result of loss of local interest and support."

**110.** The Cambridgeshire, Huntingdonshire and Isle of Ely Community Council said that the possibilities for reorganisation of the county structure were:

- (a) the complete re-arrangement of the area, making two counties based on the spheres of influence of Cambridge and Peterborough;
- (b) the amalgamation of the whole area into one county;
- (c) the amalgamation of whole counties to form two new counties, for example Cambridgeshire and the Isle of Ely; Huntingdonshire and the Soke of Peterborough.

They thought that while the first suggestion would produce the least problems it would totally disrupt strong county feelings and loyalties which exist in Huntingdonshire and the Isle of Ely; the second suggestion was unworkable because of the impossibility of finding a convenient centre; and the third suggestion might be less objectionable as a compromise than the second, but still would not solve the basic problem that amalgamation of existing counties did not produce an easily workable area. They concluded that any rearrangement "would create fresh problems without any particular advantage".

**111.** Cambridge University at first said they did not wish to express any views on local government reorganisation in the area. Later we had a meeting at our request with representatives of a committee appointed by the Council of the Senate. The Council asked that this should be an informal meeting and no agreed view was put before us on behalf of the University about the application of Cambridge to become a county borough or about other local government problems in the area.

#### PROBLEMS OF THE AREA

**112.** We think it is fair to say that the main concern of most of the local authority submissions was to dispute the claims of Cambridge and Peterborough

<sup>3</sup> A list of bodies who made representations to us is given in Appendix 4.

to become county boroughs. But the defensive attitude evident in many of the submissions indicated an underlying consciousness of the case for having larger counties in this area. Our own examination of the area and our initial discussions with the local authorities, as well as our study of the services provided by the authorities, led us to the view that there were problems which required changes in the local government structure of the area. These were:—

- (a) the internal structure of the Soke of Peterborough;
- (b) the internal structure of Cambridgeshire;
- (c) the quality and scope of services in the small counties of Huntingdonshire, the Soke of Peterborough and the Isle of Ely.

We also had to consider:—

- (d) whether, as part of the reorganisation of the local government structure, it would be possible to meet the claims of Peterborough and Cambridge to become county boroughs.

#### THE INTERNAL STRUCTURE OF THE SOKE OF PETERBOROUGH

113. We have referred in paragraph 100 to the lack of balance between Peterborough and the rest of the county, and to the joint boards for education and police. The education board has fourteen members appointed by the city council and ten by the county council; it is financed by a precept on the county council for all its expenses, the county council recovering most of this precept from the city as part of the county rate. Peterborough police authority has ten members appointed by the city council and six members appointed by the Standing Joint Committee for the county. It is financed by precepts on the city council and the county council in proportion to their rateable value. At present other county services are directly administered by the county council, although a special arrangement has been approved by which five representatives of the city and one representative of each of the two rural districts are appointed to the County Planning Committee. Planning applications relating to the city are dealt with by a special sub-committee on which a majority of members represent the city, subject to the proviso that the Chairman of the sub-committee, who is one of the county council members, has power to refer to the full committee any application which he thinks raises a question of major policy or principle. These administrative devices indicate the unusual character of the county administration and this is likely to become more pronounced when the city becomes entitled to delegation as of right.

#### THE INTERNAL STRUCTURE OF CAMBRIDGESHIRE

114. Although the lack of balance between the city and the county of Cambridgeshire is not as great as in the Soke, as we have seen (see paragraph 96), less than half of the membership of the county council is drawn from the city, although the city has just over 50 per cent of the total population of the county and 70 per cent of the rateable value. The city's rateable value per head in 1960 was £20.4 which was not only higher than most non-county boroughs but higher than all except six<sup>3</sup> of the county boroughs in England; its total rateable value, £1,917,086, was greater than that of 51 out of the 79 county boroughs

<sup>3</sup> Oxford £21.1, Exeter £21.5, Brighton £23.2, Blackpool £24.2, Eastbourne £24.6, Bournemouth £26.1.

115. On the other hand, as the city council pointed out, Cambridge does not have one of the lower rates in the country. Its rate was 6d. above the average of county and non-county boroughs in 1958/59. In the city council's view the main reason for this high rate was "the situation of Cambridge in a relatively poor rural area". The rateable value per head of the rest of Cambridgeshire at 1st April, 1960, was only £8.8.

116. There is a temptation for any large borough which sees the prospect of becoming an independent county borough to exaggerate the frustration from which it suffers in the two-tier system. But after making allowances for this it seemed to us that there were special difficulties in the case of Cambridge; and that these difficulties were due in part at least to the fact that the city was so predominant in the county yet had a minority representation on the county council. With the needs of Cambridge and its special problems forming such a large and important part of the county council's work differences of opinion about the policies to be pursued have tended to resolve themselves into a clash of city and county. Much of the trouble has arisen over the planning of the city; its redevelopment and its growth, and the preservation of its character as a university town. The policy of restricting the city's growth, necessary as this may be, has not made a difficult situation easier.

117. In the course of our review, and after much discussion with both city and county, we reached the firm conclusion that the difficulties between them were not due simply to passing factors like the clash of particular personalities but were inherent in the local government structure. To put it simply, the city was too big a fish in the small Cambridgeshire pond. There were only two ways, as we saw it, of easing this situation. Either the fish had to be taken out of the pond (by making Cambridge a county borough) or the pond must be enlarged (by amalgamating Cambridgeshire with other areas). It was certain that the county without the city could not be effective on its own.

#### SERVICES IN HUNTINGDONSHIRE, THE SOKE OF PETERBOROUGH AND THE ISLE OF ELY

118. The third of the problems which we saw related to services. Three of the four counties in this area are among the smallest in England in population and resources. We have already discussed in the chapter on Rutland (see pp. 8 to 18) the ways in which size affects the running of county services. We pointed out how the Act and regulations and the White Paper on the Area and Status of Local Authorities (Cmd. 9831), the experience of the last 20 years, the impending further developments in many services and the evidence of many county councils whom we have talked to, all show that the smaller counties are limited in what they can do to provide comprehensive, progressive services of high quality, especially in the social services.

119. It is against this general background that we considered how far the conditions existing in these counties, with populations ranging from 70,000 to 89,000 and with small rate incomes<sup>4</sup>, made it possible for them to provide first-class, all-round services of the highest quality. In discussions with them and on our visits we have not tried to find fault or to produce a catalogue of failures. We have tried instead to get a general impression of the conditions

<sup>4</sup> Estimated product of penny rate 1960/61:—Isle of Ely, £3,850; Huntingdonshire, £3,856; Soke of Peterborough, £4,228.

under which the main services have to be provided; the number and type of staff, the institutions available, the variety of opportunity offered, the extent to which services beyond a minimum can be developed, and so on. This kind of judgment (it is not an indictment in any respect) does not involve questions of obvious defects so much as limitations on standards and quality, on the capacity to develop certain services, on the ability to be independent, to contribute to the more specialised aspects of services where the standards are standards of quality and are not measurable merely by statistics—for example, the development of preventive medicine, the care of people who are ill in their homes and provision for the handicapped of all kinds. In trying to form a general judgment on these matters in relation to these counties we have not overlooked the advantages which proceed from convenience—local knowledge, compactness and close contact between the county councils and the people for whom the services are provided.

120. It has seemed to us that these counties, by comparison with larger ones, are far too narrowly limited in their populations, resources and case loads; that this has a close bearing on the staff and institutions they can afford to carry; and that these limitations affect their capacity to provide comprehensive services of first-rate quality. It is not that for the most part they do not do the job as well as it can be done under existing conditions, it is the conditions which make the provision of developing services an uphill struggle.

121. *Staff*: the larger authority seems to us to be better placed in that it can attract and keep the best available staff, and can provide adequate and varied field teams, with the necessary professional and supervisory staff to support them. In the opinion of many of the county councils whom we have seen in different parts of England this is one of the most important factors in the provision of modern services of quality and scope. It is difficult for a small county, however hard it tries, to carry the same range of staff with special experience as most of the other counties. This is particularly important in the health service and in education. It is no longer possible for the medical officer of health or the chief education officer to hope to do everything adequately with the help only of two or three all-purpose assistants and a small field staff.

122. *Institutions*: the larger authority is able by virtue of its population and case loads, to provide a wide range of suitable schools, colleges, clinics, children's homes, occupation centres and so on. This is particularly important in secondary and further education and the provision for children in need of care, for the handicapped and for the mentally ill. The small authority is bound to be limited in what it can offer in these fields, for example by way of courses in secondary schools and in the choice of courses in further education colleges. The dependence of Huntingdonshire and the Isle of Ely on Cambridgeshire and Peterborough for some of their institutions, and also the extent of inter-dependence generally in this area (as shown for example by the number of shared staff) reflects the basic weaknesses in the structure.

123. *Resources*: these counties have small rate incomes, none of them having a penny rate product of more than £5,000. The median county has a penny rate product of £20,787<sup>4</sup>. In the chapter dealing with Rutland (see paragraph 64) we stress the effect of small resources in restricting flexibility and freedom of

<sup>4</sup> Northumberland.



policy. This must limit the authority's provision of services and in combination with the other limitations we have mentioned leads to a somewhat narrow view of the need to develop certain aspects of services.

124. We were satisfied that by comparison with the somewhat larger county, and after allowance had been made for the advantages in convenience of being small, these counties were below average in effectiveness, mainly through their limitations in case loads, staffs and institutions and principally in the developing aspects of some of the social services.

## THE COUNTY BOROUGH CLAIMS

### THE CITY OF PETERBOROUGH

125. We had little difficulty in reaching a decision on Peterborough's claim to be a county borough. It was clear to us that they did not qualify in population, even if Old Fletton were included. Nor did it seem probable that they would qualify for many years. That Peterborough might well have a strong case for becoming a county borough in the future could not, we felt, be ignored, but the possibility seemed to us sufficiently far ahead for it not to be a major factor in present circumstances. Furthermore, it did not appear to us that the special circumstances put forward by the city council were such as to justify their claims. The special circumstances derived largely from the relationship of the city with the Soke. The Soke of Peterborough, we were satisfied, could not continue as a separate county. Accordingly, the answer to the problems of Peterborough seemed to us to lie not in making the city a county borough but in doing something with the county as a whole.

### THE CITY OF CAMBRIDGE

126. The case for making the city of Cambridge a county borough was clearly much stronger. The population of the city, according to the Registrar General's estimate for mid-1960, was 93,840. On our calculations, the population of the city, taking account of the small extension of its area which we would consider justified, would within a few years be 100,000 or so near as makes no difference.

127. Attempts were made by Cambridgeshire and others to show that the city's true population was well below 100,000. These were based on the argument that the student population (about 8,650) should be disregarded as they had no local government franchise and made little or no demands on local government services. This argument however ignores the fact that we are obliged by the Act to include the students because they are included by the Registrar General in his estimate. Section 65 is specific and provides that the population of an area "shall be taken to be its population as estimated in the latest estimate published by the Registrar General for England and Wales". We are bound, therefore, by the Registrar General's current estimates. So far as the future population is concerned we have the estimate for 1971 in the revised development plan and we see no reason to doubt its substantial accuracy. Consideration of the city's fitness to be a county borough must therefore be on the basis that within the next ten years they will have a population of about 100,000. It follows that Section 34 (coupled with regulation 8) applies and the city must be deemed to be capable so far as population is concerned of discharging the functions of a county borough.

128. Two other arguments were used by the county against the city's claims. First it was urged that the city council could not be trusted to carry out the

county development plan, which was designed to limit the population of Cambridge and to preserve its character as a university city. But the city had expressly stated to us that they accepted the principles of the plan; any departure from them, moreover, would require the consent of the Minister. We did not think that there was any real substance in this argument, and indeed we heard no more of it from the county council after our draft proposals.

129. Secondly, it was argued that since the rateable value of the city was created in large measure by the surrounding districts of the county it was right that those districts should continue to enjoy the use of part of the rates derived from that value. But this argument could be applied to nearly every county borough situated in a rural county and would apply to most, if not all, towns which might aspire to become county boroughs. Inevitably they are the shopping and commercial centres for considerable areas and they benefit accordingly. Sometimes—and certainly in the case of Cambridge—it was also true that such towns provide at their own expense amenities which are available to visitors as well as townsfolk. We came to the conclusion that this argument was neither intrinsically valid nor in accordance with the general policy of the Act.

130. The city, on the other hand, pointed out that the undoubted fact that the county was financially dependent on the city was in large measure due to the exemption from rates of agricultural land and argued that it was unfair to the city ratepayers that they should be forced to carry a burden that national policy had determined should be carried by the Exchequer. But again this is the usual position of urban areas in rural counties and is the main local source of revenue to county councils everywhere. It did not seem to us that the argument as to rates got either side very far.

131. That the city was qualified intrinsically to be a county borough seemed to us to emerge clearly from the facts of the situation. The city is wealthy: with a rateable value (1960) of over £20 per head of population and an estimated penny rate product of £6,950, its financial stability as a county borough could not be questioned. Its ancient history, its character and standing as a university town and its regional importance stamp it with the quality of a county borough. Looking at Cambridge by itself we had no doubt that it met the requirements of the Act and the regulations. The question that remained to be considered was whether a county pattern could be devised which could withstand the loss of Cambridge.

### POSSIBLE SOLUTIONS

132. Our examination of the problems of the area convinced us that the existing structure could not be accepted as being the best arrangement of boundaries and areas. In considering a reorganisation of the local government areas we had two principal aims in mind—(i) the strengthening of county government throughout the area; and (ii) recognition, if this was compatible with our first aim, of the claims of Cambridge city. The suggestions which we had to examine were:—

- (a) an all-purpose authority for the whole of Cambridgeshire including Cambridge city;
- (b) an amalgamation of the four counties including Cambridge city as a non-county borough;

- (c) an amalgamation of the four counties excluding Cambridge city, which would become a county borough;
- (d) the division of the area by an east/west line into two counties based on the spheres of influence of Cambridge and Peterborough;
- (e) the division of the area by a north/south line into two counties formed by the amalgamation of Cambridgeshire with the Isle of Ely and of Huntingdonshire with the Soke of Peterborough.

#### *A single authority for Cambridgeshire*

133. We were able, early on, to dispose of the idea of making an all-purpose authority for Cambridgeshire. This was technically possible under the Act by turning the county as it stood into a county borough. Nobody in fact put this proposal to us, although there were references to it in the course of the review. Although this solution was not without its attractions (in that it kept the county and city together) we were clear that anything of this kind was outside the spirit and intention of the Act and could not be reconciled with the basic assumptions of Government policy. It would have meant one-tier government for a substantial rural population and the abolition of the rural district and parish council structure.

#### *An amalgamation of the four counties (Cambridge included)*

134. The creation of a single county for this whole area, with Cambridge included in it as a "most-purpose" borough, was proposed by the Local Government Boundary Commission in 1947 and was supported at that time by Cambridgeshire. The nearest solution to this which would be possible under the Act of 1958 would be an amalgamation of the four counties which included Cambridge as a non-county borough. Nobody put such a suggestion to us, but we felt bound to consider it, not least because of the support which Cambridgeshire had given to the Boundary Commission's proposals. It would produce a strong administrative county of about 450,000 population with a good base in the city of Cambridge, whose sphere of influence as a regional centre includes the whole of this area. But it had the disadvantage of not meeting Cambridge city's claim to be a county borough; and the Act and the regulations seemed to us clearly to point to the appropriateness of making Cambridge a county borough, unless we were satisfied that this would prejudice effective and convenient local government for the rest of the area. On the face of it we did not see that it could reasonably be held that the inclusion of the city as a non-county borough in such an administrative county was essential.

#### *An amalgamation of the four counties (Cambridge excluded)*

135. An amalgamation of the four counties (less Cambridge city) into a single county had obvious and considerable merits. It allowed the recognition of the city's claims and produced for the rest of the area a strong administrative county. The new county would be open to some objection on the score of convenience, but with a population of about 335,000 it would be comparable in size and resources with many existing counties.

#### *Two counties on an east/west basis*

136. A division of the area into two counties by an east/west line had considerable merits. Its principal advantage was that it would produce two counties

covering areas which, broadly, coincide with the areas of influence of Cambridge and Peterborough (leaving aside the wider regional pull of Cambridge); and both counties would be reasonably strong and convenient. The Soke of Peterborough County Council themselves thought that this was in many ways a good solution. But in order to be effective it required the inclusion of Cambridge city in the southern county and it also meant the partitioning of two existing counties, (Huntingdonshire and the Isle of Ely). The general county view expressed in the discussion was that the most distasteful of all solutions would be one which involved the dismemberment of an existing county and the break-up of county associations, interests and loyalties. We came to the conclusion here that, despite the merits of this solution, it was not practicable to embark on large-scale dismemberment of counties.

#### *Two counties on a north/south basis*

137. If the area was divided by a north/south line the eastern county could either include the city of Cambridge or exclude it. We considered a north/south solution without the city, but it seemed to us that in order to be worthwhile any division of the area into two counties must include Cambridge city as a non-county borough; without it the eastern county, while larger than the present Isle of Ely, would be unlikely to provide progressive county government. It would be a poor county, financially and in other ways. Moreover, the areas surrounding the city would in these circumstances have to continue to depend on the city for many of their services. We did not feel that it would be right to make Cambridge city a county borough if the effect of this was simply to transfer the rest of the county to the Isle of Ely. We could see no merit at all in such a county.

138. The north/south solution would therefore, as we saw it, have to be considered on the basis of an amalgamation of the existing counties of Huntingdonshire and the Soke of Peterborough on the one hand, and of Cambridgeshire and the Isle of Ely on the other, Cambridge and Peterborough remaining non-county boroughs. This solution had the advantage of causing the least possible disturbance to existing county loyalties, since it avoided dismemberment of counties and joined areas which already have some community of interest. It would strengthen county government considerably and it would go some way towards improving the internal structure of Cambridgeshire and the Soke of Peterborough. On the other hand it had the disadvantage of not meeting Cambridge city's claim to become a county borough and neither of the new counties would be as strong as that which would result from the amalgamation of the four counties.

### DRAFT PROPOSALS

139. Before formulating our draft proposals we reviewed the arguments for and against the various possible solutions. An all-purpose authority for Cambridgeshire was out of the question; and one county for the whole area (including the two cities) could not, in our view, be justified in terms of the Act (see paragraph 134). The population and resources of the area seemed to us to have the makings of two, and only two, good authorities; either an amalgamation of the four counties with Cambridge city becoming a county borough or a two-county solution which included Cambridge as a non-county

borough. For the reasons we have given a two-county solution on an east/west basis was rejected. We were therefore left with a choice between the four-county amalgamation, with Cambridge a county borough, and two counties on a north/south basis. Neither was acceptable at this stage to any of the county councils, whose concern was still to keep things as they were.

140. In our draft proposals we proposed the first of these alternatives: that Cambridge should be made a county borough and that the rest of Cambridgeshire should be amalgamated with Huntingdonshire, the Isle of Ely and the Soke of Peterborough to form a new administrative county. We also proposed some boundary extensions for Cambridge (see Appendix 7) and made some proposals which are dealt with in the next chapter for altering the outer boundaries of the new county.

#### REASONS FOR THE DRAFT PROPOSALS

141. We chose the four-county amalgamation for three main reasons. First, more than any other solution (except a single county including Cambridge) it was likely on the face of it to make a strong administrative county, capable of providing comprehensive, progressive services. It seemed to us (for the reasons given in paragraphs 118 to 124) that the larger county would possess scope and opportunity denied to the existing counties. With a population of 335,000 it would be a typical medium-sized county, ranking thirtieth in size<sup>6</sup> out of a total of 48 counties in England excluding London. Its estimated penny rate product, £15,150, would be much the same as that of Norfolk, Northamptonshire, Cornwall and Dorset<sup>7</sup>. Secondly, it allowed us to recognise Cambridge city's claim to be made a county borough without leaving a weak system of government for the rest of the area. Thirdly, it seemed to us that despite certain disadvantages it produced a reasonably convenient county broadly similar in size to many existing counties.

142. We were aware that this new county with a population of roughly 335,000 and an area of about 835,000 acres could be criticised as "inconvenient" on the grounds that it was too big, that communications would be difficult and that it had no natural administrative centre. We had tried to probe these points in our discussions with the authorities. Although the new county would have about the same area as Gloucestershire, Wiltshire and Shropshire, ranking sixteenth in order of size among English counties, there was substance in some of these possible criticisms so far as they related to communications across the fens and the lack of a centrally placed town suitable for the county headquarters. It is true, for example, that communications from east to west across the fens can be difficult. As Huntingdonshire were later to put it "the fens in the centre of the area, low-lying and peculiarly liable to fog, militate against east/west communications". We got many conflicting views about fog in these parts but obviously fen roads in winter are not the easiest. It is true also that the journey from (say) Wisbech to Cambridge is a long one (47 miles) and that there is no town near the geographical centre of the new county which could serve as the administrative headquarters.

<sup>6</sup> Other existing counties with broadly similar populations are:—Dorset, 311,000; Lincolnshire (Parts of Lindsey), 325,000; Cornwall, 339,000; and Bedfordshire, 360,000.

<sup>7</sup> Estimated penny rate product 1960-61:—Norfolk, £14,279; Northamptonshire, £14,281; Cornwall, £15,117; Dorset, £16,286.

143. But none of these objections seemed to us, on examination, to be decisive. In the first place the size of the county and the distances to be travelled on county business would be not unlike those of some existing medium-sized counties and we did not, on the face of it, see why such a county should fail to attract good councillors who were in sufficiently close touch with the local people. We had seen a number of larger counties and it did not seem to us that either their size or their population was incompatible with genuinely local government. Secondly, the difficulties of distance and of travel from north to south apply equally to the north/south solution; and at least some of the difficulties of travel across the fens in bad weather would apply to whatever solution was adopted. Thirdly, while the choice of centre should, we thought, be left to the new county council, it seemed to us that certainly Cambridge, with its facilities, influence and communications, could be a convenient administrative centre. Finally, the convenience of a county covering this area had been specifically attested by Cambridgeshire themselves in 1946, when they suggested it to the Local Government Boundary Commission. Admittedly they had proposed to include the city but this difference did not, in our view, materially affect arguments on size, distances to be travelled and accessibility, for to make Cambridge a county borough would not preclude its use as the centre for county administration. Our provisional view on convenience, therefore, was that although the new county would not be ideal it would be practicable, particularly if Cambridge became its centre, and that the possibility of much greater effectiveness was worth some loss in convenience.

## REPRESENTATIONS ON THE DRAFT PROPOSALS

144. All the major authorities, as well as many of the district councils and other bodies, took advantage of the opportunity to make written representations to us on the draft proposals. The opposition to these was vigorous and widespread. The main criticisms put forward by the county councils were concerned with the need to keep Cambridge in the county and the disadvantages of the four-county amalgamation.

### THE POSITION OF CAMBRIDGE

145. All the counties took the view that the city's grounds for becoming a county borough were inadequate. As well as submitting that Cambridge would not have sufficient population within the next 15 years to fulfill the requirements of the Act and the regulations (a point we have dealt with in paragraph 127) they said that the county and the city were so closely linked as to be inseparable. Cambridgeshire's words were: "Cambridgeshire has functioned as a unit for at least a thousand years. Rural Cambridgeshire and its market town are bound together by many ties, spiritual and material, which have not slackened but strengthened with the years. There can be no area in England where the administrative area corresponds more nearly with the "sphere of influence" of its county town. There certainly is no area in England where the complete severance of urban centre from rural shire in local administration is more disastrous or more deeply wounds local sentiment and historical association."

146. The counties also thought that to make Cambridge city a county borough was not in the public interest and was contrary to the principles of good local government. As the Soke of Peterborough put it: "It is contrary to the public interest, particularly in this sparsely populated part of England with relatively

few sizeable towns, for areas with substantial rateable values to be allowed to contract out of the duty of helping in the task of financing local government services in the rural areas with which they are so closely inter-related and on which they appreciably depend. The preservation of Cambridge (as well as Peterborough) as non-county boroughs, operating a wide range of delegated functions but within a suitable framework of county administrations, affords the best practicable future prospect of ensuring effective, convenient and properly balanced units of local government in this section of the East Midlands Review Area."

#### THE PROPOSED NEW COUNTY

147. The general view was that the new county would not be county government in the sense in which this was usually understood and accepted in this region. It would be too large and too impersonal: it would lack both a real community of interest and the local character of the present administrations. The Soke of Peterborough put it like this: "If this widespread amalgamation is forced upon the counties concerned there is a serious danger that the area under control would for many years to come have little sense of unity or "belonging". The larger the union the greater and more complex is the difficulty which a newly-formed unit will find in drawing away from old allegiances; and it would require a very determined effort to overcome a tendency to operate as separate entities rather than as one composite whole . . . . This new body would have its four limbs but its effectiveness would be impaired by the absence of any heart at all. The fact that the new county would cover some 50 miles from north to south and nearly 40 miles from east to west, with no natural geographical centre from which communications radiate for the area as a whole, would pose substantial problems both for the public and for the members and officers of the council. From the point of view of the members this is not just a matter of personal convenience, it goes to the root of the problem of attracting persons who are able and willing to serve as councillors. The whole question is one of degree but it must be recognised as a fundamental proposition that the longer the distances involved in travelling to meetings and the time occupied thereby, and the lesser the local interest and knowledge possessed by members of matters under discussion, then more and more does it become difficult to attract suitable persons for service upon the council and more and more does county government tend to become government by the officials."

148. Huntingdonshire put the point in this way: "... the new county thus created would be unsuited to a sparsely populated area, would present difficulties of communication and would give rise to a cumbersome administration . . . . Three of the four counties are predominantly rural: they have no large centres; their small towns are the focal points of extensive country areas; their populations are scattered. The successful administration of such counties depends, in no small measure, on close contacts between county councils and those whom they represent." They added that: "The sparseness of the population and the difficulties of communication would cause (i) remoteness of administration, entailing lack of interest on the part of the electorate and lack of knowledge on the part of councillors and officers and (ii) diminution of democratic control. As the unit of government becomes larger, the control exercised by elected representatives tends to become less and to pass increasingly to officials."

#### NEED FOR CHANGE

149. Very few of the authorities outside the two cities at this stage saw any need for change. The county councils maintained that they were not seriously limited in scope and effectiveness as compared with larger counties and that they were able to carry the staff and institutions needed for adequate services. They were providing services to the satisfaction of their inhabitants. Huntingdonshire in their representations compared their staff on health and education with one of the larger authorities; the Isle of Ely at this stage contented themselves with asking a number of questions and with an assertion of their ability to provide services "sufficient to justify the contention that this county is an effective and convenient unit."

#### OTHER REPRESENTATIONS

150. Support for the draft proposals came, in the main, from the cities of Cambridge and Peterborough. Cambridge said that they were convinced of the need for basic reform, that the present administrative county of Cambridgeshire was ill balanced and that this did not produce healthy local government. They said that the draft proposals for reorganisation of the county council structure were, "taking the long view and on the balance of considerations", both sound and practicable.

151. The comments of the district councils were generally in support of their counties and for much the same reasons. They disliked the idea of such a large authority; it would be, as one council put it "too unwieldy; remote from those who are served and who serve; lacking in community of interest and contrary to the wishes of the inhabitants." Very few of the district councils thought that there were any problems or any need for change and very few of them therefore had proposals to make, except so far as these were directly related to their own areas.

152. The great majority of voluntary, professional and other bodies held views similar to those of the county and county district councils. They wanted to retain the link between town and country in Cambridgeshire and to continue having a single planning authority for the city and the county. They thought that the new county would not only be contrary to the wishes of the inhabitants but would be ineffective in that the elected representatives would cease to have an intimate knowledge of the areas they represented; the existing close relationships between professional men and bodies and their county councils would be weakened; and the work of the voluntary organisations would become more difficult.

#### POSSIBLE ALTERNATIVES

153. Although the basic preference was still for the status quo, a few authorities showed some readiness at least to consider the possibility of change and to go some way towards suggesting what these changes might be. The Soke of Peterborough in a carefully reasoned document foresaw that there would be problems in their county when the city reached a population of 60,000 and suggested that in these circumstances we might feel unable to judge the Soke of Peterborough in isolation and might seek to ensure a future county unit which would be strong enough to allow delegation of services to the city. They went on to say that a two-county solution would be superior to the single



county put forward in the draft proposals. "Administratively it would involve much less disturbance and therefore much less wastage; the test of "community of interest" would be more adequately complied with; and each of the two counties would be satisfactory units and could work smoothly within a short time of their establishment whereas the single county proposal would take many years to settle down".

154. Their preference was clearly, if changes had to be made, for an amalgamation of Huntingdonshire and the Soke of Peterborough, possibly with the addition of Stamford. Huntingdonshire for their part said that if they could not remain as an independent administrative county then the whole county should be amalgamated with the Soke of Peterborough. The Isle of Ely on the other hand indicated that the four-county amalgamation would be the least objectionable of a number of highly objectionable possibilities.

### THE CAMBRIDGE CONFERENCE

155. The conference at Cambridge included representatives of almost every kind of official and voluntary body in the four counties. It lasted for three days and during this time everyone had an opportunity to put their point of view and to criticise the arguments of others. Although the conference started with argument by the counties about procedure, the general feeling at the end of the three days was that the discussions had been of great value to those present; the Commission certainly had found it so. Our own contribution was made early in the conference in the form of a statement which dealt at length with the main issues arising from the draft proposals and the written representations on them. We had deliberately made our written draft proposals short and now took the opportunity to explain them rather more fully in the light of the representations. We went over the problems as we then saw them, the main reasons for our draft proposals and some of the objections to them and to the main alternatives. In particular, we tried to set out our reasons for thinking that somewhat larger authorities would be better placed to develop modern services.

156. To listen for three days to comments from such a variety of bodies and persons was a most valuable guide to what the local people thought and felt about the issues under discussion. No amount of written representations, however ably written, could have been a substitute for such discussion or have left such a vivid impression of the thoughts and feelings of the people involved.

157. Apart from the peripheral areas (which we deal with separately in Chapter III) the greater part of the conference was taken up with criticisms of our draft proposals by the four counties, by most of the districts and by nearly all the voluntary and other bodies. Of the major authorities only the cities of Cambridge and Peterborough supported our provisional proposals, although some of the authorities were prepared to accept a single county if there had to be a change.

158. The criticisms made at the conference naturally followed fairly closely on the lines of the written representations. The special value of the conference was that in discussion some of the arguments were given more emphasis, others less, and all were subject to the comments of other authorities and bodies not necessarily taking the same view. It seemed to us that the points of main interest which emerged at the conference could be summarised as follows.

#### VIEWS ON CAMBRIDGESHIRE

159. The views of the county authorities on the relationship of city and county in Cambridgeshire were:—

- (i) The city's claims to be a county borough were selfish: "they were after the power and the money as well". The city had a duty to help the rural hinterland from which much of their wealth came.
- (ii) The county was "absolutely unique"; it was a one-town county and there was one community, not two. The people of the villages round about could not conceive of being governed from anywhere else but Cambridge; the urban centre and the rural area surrounding it had always been united and were inseparable.
- (iii) In the interests of the character of the city there must be one planning authority for both the city and the surrounding areas.

On the other hand the city council emphasised that county boroughs had a recognised place in the local government structure and that it was natural for them to want Cambridge to become a county borough; they saw no reason why the city should relieve the Exchequer of the need to help the rural areas in the county.

#### VIEWS ON THE COUNTY STRUCTURE

160. The views of the county councils on the county structure for the area were:—

- (i) The existing counties each had the staff they needed and there was no reason to suppose that our proposed larger county would provide better services; the additional staffs employed by the larger authorities were unnecessary ("highly paid fellows doing nothing") and would mean more government by officials. People were satisfied with the services they were getting.
- (ii) The large county would diminish the quality of the representation because of the distances to be travelled; it would not attract the same type of people as the existing counties do and the representatives would not have the same intimate knowledge of the affairs of the county; the virtue of the present structure was the smallness and compactness of the small rural counties; what a rural area needs is services seen to be provided locally by locally-known people.
- (iii) The new county would be short of rateable resources per head of population and too dependent on Exchequer grant.

161. The opinion of the cities was:—

- (i) Counties should not be exempt from the test of size, which has always been a recognised criterion of effectiveness.
- (ii) The new county would be convenient since this was increasingly the age of the motor car and distances would not be a real difficulty.
- (iii) The list of voluntary bodies covering two, three or even all four of these counties showed a definite community of interest between them.

#### ALTERNATIVE SUGGESTIONS

162. The county councils did not admit that change was necessary but, if they had to choose, three of the four thought that the north/south solution was

preferable. Huntingdonshire and the Soke of Peterborough said that they had a stronger community of interest with each other than with the other counties; that the presence of the fenland in the centre of the four-county area made east/west communications poor; that the north/south solution would mean more local knowledge by elected representatives, closer links between council members and the people of the area and a greater possibility of attracting members with only a limited time to give; that few of the local inhabitants or bodies wanted a larger single county. Our proposed county (as one of Huntingdonshire's spokesmen put it) would be "so extremely inconvenient as to be extremely inefficient" and it would be wrong to commit a large number of people "generally contented with their county councils to an experiment so uncertain and so strongly abhorred". Cambridgeshire said that they would consider a north/south solution if their county included the city of Cambridge and if the Isle of Ely were willing partners.

163. The cities thought that a two-county solution would prevent the recognition of Cambridge's claims and might in the future create a situation in which Peterborough's claims could not be met; and it would leave the county structure still to some extent unbalanced.

#### FURTHER DISCUSSIONS

164. In the course of the conference it was agreed that there should be a further meeting between the Commission and representatives of the four counties and of the cities of Cambridge and Peterborough. This took place at the Shire Hall, Cambridge, on 18th November, 1960. The main purpose of this meeting was to give the counties an opportunity of commenting further on what had been said in our opening statement to the conference. In fact, although part of the discussions was concerned with the draft proposals, there was a good deal of detailed discussion of the arguments for and against the north/south solution. The position of the counties at this meeting was, with one important exception, broadly that taken up at the conference. Huntingdonshire and the Soke of Peterborough were now in favour of an amalgamation of their two counties. The Isle of Ely wished to see things kept as they were, with the four-county amalgamation as the "lesser evil" if changes had to be made. But Cambridgeshire, while still opposing the dismemberment of the county by making Cambridge a county borough, now said that if a marriage of the administrative counties of Cambridge and of the Isle of Ely were proposed, this would be acceptable to them. When we read the transcript of this meeting we thought that there might have been an ambiguity in the question which led to this answer. We therefore asked the county council to make their position clear beyond all doubt. This they did in a letter from their Clerk dated 28th December, 1960, from which the following is an extract:—

"To put the matter beyond doubt I am instructed to state that if a proposal were made by the Commission to amalgamate the administrative counties of Cambridge and of the Isle of Ely, in lieu of the Four County amalgamation contained in the Commission's draft proposals, this would be welcomed by this Council in the interests of effective and convenient local government for the area as a whole.

In the opinion of the County Council effective and convenient local government in this area depends upon the City of Cambridge remaining an integral part of any administration.

The County Council are also concerned with the preservation of the ancient Shire. In this connection it is noted that on page 28 of the transcript of the Further Consultations held on the 18th November, 1960, that the Chairman of the Isle of Ely County Council said:

"I must say I think there is one good point with regard to the north/south group amalgamation; it does keep the County of Cambridgeshire intact."

The concern of Cambridgeshire County Council to maintain the ancient Shire would appear from this statement to be shared by the Isle of Ely."

## RECONSIDERATION OF OUR PROPOSALS

165. We now had to reconsider the draft proposals in the light of the written representations, the conference proceedings and the meeting which was held on 18th November.

### THE NEED FOR CHANGE

166. The first question we had to decide was whether our diagnosis of the problems remained valid. As regards the administrative structure of the Soke of Peterborough and Cambridgeshire, it did not seem to us that matters could be left as they were; nobody really disputed the need for change in the Soke of Peterborough and nothing had been said to alter our view that the relationship between Cambridgeshire and its county was inherently difficult.

167. We looked again at the question of the smallness of these three counties in the light of what they had said to us. Huntingdonshire had attempted, in their representations, to show that their staff on health and education compared well enough with those of a larger authority; their arguments seemed to us to confirm that even when a conscientious small authority wants to provide modern services it is difficult for them to do it as quickly, as early or as well as their somewhat larger neighbours. The Isle of Ely admitted at the conference that there must be a limit below which an authority can be judged to be too small to administer services effectively, although they thought that we had put this limit far too high. In putting forward arguments designed to show that they could provide adequate services and were as well placed as a county like Leicestershire, they seemed to us to under-estimate the importance of having an adequate range of staff for the development of the personal services; nor did they seem fully to appreciate the difference that adequate staffing can make to the all-round quality of a service, to the provision for special problems and to improvements in the lot of the handicapped of all kinds.

168. All that we had seen and heard confirmed us in the view (expressed to us by many county councils) that somewhat larger authorities would be better placed to provide more effective services. In the sphere of education, for example, larger authorities would provide educational teams of greater strength and variety than either Huntingdonshire, the Soke of Peterborough or the Isle of Ely can have now. Again, with a number of children greater than in any of the existing counties we thought it would be possible to provide more effectively both for the ablest and the least able and also for those whose interests and aptitudes were not readily met locally. There would be a considerable widening in the range of courses of a technical or pre-vocational nature in secondary schools, a better opportunity to cater for the needs of children over 15 and to

improve maintained boarding facilities. We could also expect to see a closer relationship between secondary and further education, for the latter of which Huntingdonshire and the Isle of Ely are now largely dependent on Cambridge and Peterborough. We had no doubt that some pooling of the educational staffs, institutions and facilities in the area would make for all-round benefit and would be most apparent in the ascertainment, assessment and provision for handicapped children, and in the range of opportunities and guidance available for children and young people from 15 to 20 in both secondary and further education establishments.

169. Similarly, we were confirmed in the view that amalgamation would help the health, welfare and children's services and make practicable the development of these services along the progressive lines now to be seen in some of the larger counties. On the health side, for example, a strengthening of the headquarters staff would be possible so that more attention could be paid to health education, to the after-care of special conditions and to the early ascertainment of disease or defects of all kinds. We should hope, too, that the coverage of the area as a whole by "medical auxiliaries" in such fields as physio-therapy, occupational therapy and educational psychology could be improved. The increase in case-loads following on amalgamation would make it easier to deal with problems of rehabilitation, to make better provision of temporary accommodation for the homeless, to improve on the present provision of social, recreational or handicraft centres for the disabled and to strengthen the number and quality of field-workers. As regards the children's service, an enlargement of the administrative units would be needed if the number of children in care in each county was to be brought above the minimum suggested by the Home Office in their evidence to the Royal Commission on Local Government in Greater London. The Mental Health Act, 1960, pointed to another field where the potential benefits of amalgamation would be very noticeable. As things were it was impossible for these small authorities to provide for themselves a full range of services for the mentally ill for the simple and sufficient reason that the number of cases in each classification was not sufficient to justify the special provision of accommodation and treatment which would be most beneficial to the patient. If the county structure remained unaltered they would have to co-operate, but that, we think, would be less effective than the provision of services by counties large enough to be independent.

170. The conference strengthened our view that the problems of structure and services taken together necessitated changes in the county structure.

#### CAMBRIDGE CITY

171. As regards Cambridge city, we had no doubt that taken in isolation it had sufficient population and resources to become a county borough. We could not accept the arguments about its lack of population, about the general undesirability of towns becoming county boroughs or the duty of the city to the rural areas. On the other hand, there were clearly very close bonds between the city and the county. We had appreciated earlier the administrative links between the two; we now came to sense the deep feeling existing in the county—and we believe also to some extent in the city—about the inseparability of this particular and unique city from its county. To many people this would mean, as the Master of Magdalene said in his letter of 13th July, 1960, to *The Times* the "dismemberment of Cambridgeshire". It would be, as one

authority said, like wrenching the engine from a car; without Cambridge, it was said, the county would be like a "sucked orange" or an "empty shell". Behind this feeling lay certain undeniable facts. The rural parts of Cambridgeshire have been for many years, and still are, dominated by Cambridge and look to it as a centre to a quite remarkable degree. There is no other urban centre in the county to which they can look. This situation has been strengthened rather than the reverse by the policy of diverting Cambridge growth into the surrounding villages, since their growth has served rather to link the city with the rural areas than to divide it from them. We came to see more clearly at this stage how serious to the rest of the county it would be to take the city out of it.

#### OBJECTIONS TO THE FOUR-COUNTY AMALGAMATION

172. On looking again at our proposed single county, we were still of the opinion that in administrative terms (population, resources, staff and institutions) it would be a strong authority; and that with a population of 335,000, a rateable value of £3.75 millions and an estimated penny rate product of £15,150 it should be able to develop comprehensive services of quality superior to those of the existing authorities. On the other hand, we had to consider the implications for its practical effectiveness of the widespread and deep-rooted hostility to it. This was not confined to the county councils; it carried through into the great majority of the district councils, the voluntary bodies and, as far as we could see, to many ordinary men and women. So far as these objections were concerned with distances, communications and the lack of a centre we were inclined to be sceptical. After all, other counties managed in somewhat similar conditions to achieve good local government and to attract good councillors; and, as we were reminded at the conference, Cambridgeshire themselves had in 1947 gone on record as suggesting that a single county for this area could be convenient and effective and would "affect areas very similar in character". But none the less the conference had demonstrated how widespread and intense was the dislike of a county as large as the one proposed by us. It was repugnant to their whole way of thinking.

173. The conference had also shown that many people felt that our proposed county would not have sufficient "community of interest", and local reactions to this and all the intangible factors for which the phrase stands were something to which we felt bound to attach great weight. Huntingdonshire and the Soke of Peterborough were prepared to see a strong community of interest with each other. There was something of the same sort within the geographical county of Cambridgeshire, although some of the Isle of Ely people were less ready to see it than the rest. But the area taken as a whole had deep divisions in it which seemed to influence some of the representatives concerned and to make for distrust of a union of the kind we had proposed.

174. Although it was possible to be sceptical about the weight to be given to some of these factors, and while it might be reasonable to say that in time all these fears would disappear, the hostility to the kind of county we had proposed, the differences between important elements in it and the almost total lack of leadership genuinely and actively in support of it clearly affected its chances of becoming a strong, healthy and progressive county in the foreseeable future. It made the prospects of real effectiveness decidedly uncertain. Our feeling about this very difficult issue was that the effectiveness of the new

county might well be undermined by the hostility towards it, by the lack of leadership and by the preference of the local people for a different type of authority.

#### THE NORTH/SOUTH SOLUTION RECONSIDERED

175. While our belief in the feasibility of the four-county proposal had materially weakened as a result of reconsideration, the advantages of the north/south solution had been strengthened since we put out our draft proposals. The main change lay in its prospects of effectiveness in practice. A county of Cambridgeshire and the Isle of Ely (with a population of about 275,000, a rateable value of £3.7 millions and an estimated penny rate product of £14,016) had never appeared to us inadequate in terms of population, resources and services. Cambridgeshire were now in favour of this union of the two parts of the geographical county and their willingness was bound to make the change easier and more likely to succeed. The Isle of Ely had not so far seen their way to accepting this. Their preference was still for a separate existence and they saw difficulties about travel to Cambridge from north of March. Nevertheless, the many bonds between the two parts of the geographical county would, it seemed to us, make in time for a real partnership. The new Cambridgeshire could become a county able to provide progressive services for the whole of the county area.

176. The weaker of the two north/south counties in our eyes had been Huntingdonshire and the Soke of Peterborough, with a present population of 150,000, a rateable value of just under £2 millions and an estimated penny rate product of £8,084. It seemed to us that prospects of success here were considerably strengthened by the willingness of both partners to join, by their constructive approach to the benefits of this union and by the leadership available to the new county. Moreover, this is a developing area with growing resources, which is expected to reach a population of about 180,000 by 1971, with the prospect of still further growth. Our conclusion was that these facts largely offset any weaknesses there might be initially from lack of size and would do a great deal to make the new county effective. In terms, therefore, of practical effectiveness we could not reasonably reject either of the two possible north/south counties.

177. In terms of convenience some of the obvious difficulties of the single county would, in the view of the counties themselves, disappear. Distances both for councillors and officers would in many cases be less, the counties would not be so large and in general more of the local character of the present structure would be kept. The two new counties would succeed in settling down more easily and naturally than the less homogeneous four-county amalgamation. On the other hand, the main difficulty of the north/south solution remained. It did not meet Cambridge city's claims to be a county borough, but it would go some way towards improving the balance between the city and the county. In a north/south county the city would no longer be so dominant; and with only a third of the county's population in the city it might be that some of the sources of friction would be removed. The other difficulty concerned the future and the extent to which this solution would provide a permanent structure for this area. The cities of Cambridge and Peterborough disliked it because it provided no obvious straightforward road to their independence.

## CONCLUSIONS

178. We have had to choose between the draft proposals of a single county with Cambridge a county borough and the north/south solution of two new counties (including Cambridge city). At the time of our draft proposals we thought it was possible to reconcile the claims of the city of Cambridge with a strengthening of the county structure. But we have come to the conclusion that this would be difficult to implement in present circumstances. There is the danger that our proposed new county would be ineffective because few of those immediately concerned would want to make it effective. We came to the conclusion that, if there had to be a choice, the improvement of county government should take priority before the claims of the city. The main factors to which we had regard in reaching this conclusion were:—

- (i) While the city's wish to be a county borough is intelligible and reasonable it has never been part of their case that services in the city would necessarily improve. Their aim, understandably enough, has been to be independent and to manage city affairs themselves. On the other hand, strengthening of county government over this whole area would, we are convinced, gradually result in better services for its inhabitants generally. We think it right to choose the solution likely to do the most to improve the living conditions of a majority of the men, women and children of the area.
- (ii) In the present circumstances of this area we believe that good county government is more likely on a two-county solution than in a single county of the kind we had suggested in our draft proposals. The character and limitations of the area, the hostility to large units and the lack of genuine leadership in favour of it make the likelihood of good county government very uncertain if a single county were created. In view of the fact that it is acceptable to at any rate three of the four counties a two-county solution is a practicable way in present circumstances of achieving the much needed strengthening of the counties.
- (iii) In present circumstances a practical and worthwhile pattern for the foreseeable future requires the inclusion of the two cities. To the extent that this preserves the links between the cities (especially Cambridge) and their counties it is a good thing. The possibility that Cambridge at some future date and Peterborough even later may renew their claims to be made county boroughs has, we think, to be accepted. If that happened the situation would have to be considered by the Minister and Parliament on its merits in the light of the conditions then existing, including the working of the two counties now proposed and the views then taken of the needs of county government. We do not think this should be prejudged now. Many things may have changed by then. We have been concerned throughout our review of the problems of this area to provide a workable pattern for the foreseeable future. As matters now stand we see no practical alternative to the north/south solution. The status quo in our judgment is unacceptable, either in whole or in part. The successful establishment of an improved county structure can be achieved on the north/south basis but this is not compatible with making Cambridge city a county borough.



## PROPOSALS

179. We therefore propose that:—

- (i) the administrative counties of Huntingdonshire and the Soke of Peterborough should be amalgamated to form a new administrative county to be known as Huntingdon and Peterborough;
- (ii) The administrative counties of Cambridgeshire and the Isle of Ely, which are already parts of the geographical county, should be amalgamated to form a single administrative county of Cambridgeshire; and
- (iii) the boundaries of the two new counties (which are discussed in Chapter III) should be as shown on Map 1 and described in Appendix 11.

180. The determination of the boundaries of our two proposed new counties is complicated by the fact that several market towns are situated on the existing county boundaries, including Stamford, Wisbech, Newmarket, Haverhill, Royston and St. Neots (see figure 1). These towns play an important part in the community life of the people living in the rural areas around them. Although the people of these rural areas make use from time to time of the more varied and comprehensive shopping, entertainment and other facilities of the major provincial towns such as Cambridge, Peterborough and Bedford, their links with their local town are naturally stronger and their visits to them more frequent. At the Cambridge conference it was repeatedly emphasised that such market towns should not be cut off by county boundaries from part of their dependent areas and we accept the view that these local spheres of influence can be a useful guide in drawing county boundaries.

181. On the information available to us we have been able to reach final conclusions on Royston and St. Neots. But in other cases we felt that we needed more information about the effect of any possible changes on the neighbouring counties. We make no proposals for Stamford, Wisbech and Newmarket and the areas around them, and from Stamford eastwards we leave the whole of the boundaries with Kesteven, Holland, Norfolk and West Suffolk open for consideration as part of the Lincolnshire and East Anglia General Review Area.

## **Part 1—Boundaries of the Proposed County of Huntingdon and Peterborough with Northamptonshire, Leicester and Rutland, and Lincolnshire (Parts of Kesteven and Holland)**

### **STAMFORD**

#### **DESCRIPTION AND LOCAL AUTHORITY VIEWS**

182. Stamford is situated in the extreme south of the administrative county of Lincolnshire, Parts of Kesteven, in a small area which projects westwards at the meeting place of the counties of Rutland, Northamptonshire and the Soke of Peterborough (see figure 2). There is here an area consisting of Stamford and the rural parishes around it in Kesteven, Rutland, Northamptonshire and the Soke of Peterborough which look to Stamford as a local centre for shopping, business and professional services. It has a radius of less than eight miles, yet there are in all nine local authorities concerned with it.

183. Two sets of proposals were received for the future of this area. One came from the borough of Stamford who wanted an extension of their boundaries to cover a substantial part of the rural area dependent on the town and asked for an alteration of the county boundaries to make this possible. The area they were asking for would have increased their population from about 12,000 to nearly 20,000 and the area of the borough from just under 2,000 acres to over 30,000. The other proposal came jointly from the rural districts of Barnack in the Soke of Peterborough and Ketton in Rutland. These two authorities share a Clerk and offices in Stamford. They asked that the two districts, together with parts of some other rural districts in Rutland, Northamptonshire, the Soke of Peterborough and Kesteven, should be joined together in one rural district which would surround Stamford and be centred on it. They said that

# CHAPTER III. BOUNDARIES OF THE NEW ADMINSTRATIVE COUNTIES

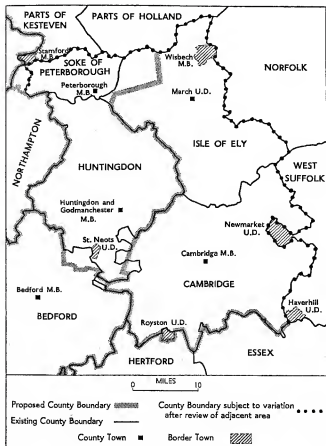


Fig. 1. The Four Counties: Position of Border Towns.

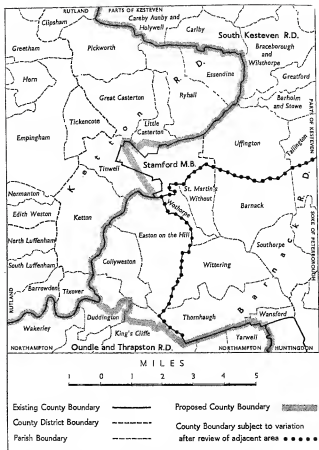


Fig. 2. Stamford: The Meeting Point of Four Counties.

there was an urgent need for revision of county boundaries in the area, but did not at this stage suggest which county the new rural district should belong to.

184. As for the other local authorities concerned, Kesteven County Council did not consider that there were any great problems in this area and suggested very minor boundary adjustments with Rutland and the Soke. Apart from Oakham and Uppingham rural district councils, who opposed the proposals

of Barnack and Ketton, the other local authorities affected did not put forward any proposals or objections.

#### DRAFT PROPOSALS

185. Having considered the representations and met the local authorities we formed the provisional view which we put forward in our draft proposals that the borough of Stamford, Ketton rural district and some adjacent parishes from the counties of Kesteven, Northampton and Rutland should be added to our proposed county combining Cambridgeshire, the Isle of Ely, the Soke of Peterborough and Huntingdonshire. In forming this view we were influenced by the evident community of interest between Stamford and its surrounding area and by the agreement which had been reached between Barnack and Ketton rural districts. We concluded that the area surrounding Stamford could be more conveniently and effectively administered if it were united in one administrative county and that it should be a part of the proposed new county because this area looks, in varying degrees, to Peterborough as the nearest major centre.

#### REPRESENTATIONS ON OUR DRAFT PROPOSALS

186. The county and district councils as well as many other adjacent authorities and bodies made representations on the proposals, both in writing and at the Cambridge conference. Our decision to propose a combination of the four counties, rather than an amalgamation of Huntingdonshire and the Soke of Peterborough or a county based on Peterborough city's sphere of influence, caused all the local authorities to see the proposals for the Stamford area in a different light. Northamptonshire County Council and Oundle and Thrapston Rural District Council denied that any of their parishes had any community of interest with the proposed new county. Rutland County Council and the Rutland district councils objected to the splitting of their county, and Ketton Rural District Council decided that they attached more importance to remaining in Rutland than to amalgamation with Barnack. The borough of Stamford approved of our proposals in so far as they would move the county boundaries away from the existing borough boundaries, but did not want to be part of the new combined county; they would however be prepared to join a county based on Peterborough. In this they were supported by Barnack Rural District Council. Kesteven County Council supported by the district councils and a large number of local bodies said that their county would be seriously affected by the loss of Stamford and the county council argued that we had no power to propose such an alteration, since Lincolnshire was not within the East Midlands Review Area. They took the view that the provisions of section 18 of the Local Government Act, 1958, which defines our powers to propose alterations, could not apply to an area which bordered on the review area. Even though the public notice of the review included the bordering county and district boundaries, they considered that alterations of county boundaries should be limited to areas wholly within the review area.

#### PROPOSALS FOR STAMFORD

187. Having looked at the problems of this area again in the light of the views expressed to us, we remain of the opinion that the boundaries need alteration. We have taken note of what Kesteven said about the effect of losing Stamford and, while we do not accept their interpretation of the Act or the notice of the

review, we think that it would be better not to decide the future of Stamford until we have reviewed Lincolnshire and East Anglia. We now leave open the whole of the boundary between the Soke of Peterborough and the adjacent Parts of Lincolnshire (Kesteven and Holland).

188. In view of our revised proposal to amalgamate the whole of Rutland with Leicestershire (see Chapter I, p. 20), we now propose only minor alterations to the boundary between Rutland and Kesteven (see Appendix 11). On the Northamptonshire side of Stamford there are several parishes in Oundle and Thrapston rural district which are clearly within Stamford's sphere of influence. They are more remote from Northampton than any other part of that county and, although it was said at the Cambridge conference that these parishes would have no community of interest with the proposed four-county amalgamation, we have no doubt that they ought ultimately to be in the same county as Stamford. In the meantime we have proposed their exclusion from Northamptonshire.

## **Part 2—Boundaries of the new Cambridgeshire (Isle of Ely) with Lincolnshire (Parts of Holland) Norfolk and West Suffolk**

189. The authorities concerned sent us many conflicting suggestions for alterations to these boundaries, ranging from minor alterations to parishes to a suggestion that an entire rural district should be transferred to the Isle of Ely. The existing boundaries are clearly unsatisfactory in some places but in the statement of our draft proposals we said that we did not feel able to make proposals for these boundaries until we had reviewed the other counties affected.

190. There was little comment on this from the authorities concerned, although the Isle of Ely County Council said they thought that all their boundaries should be dealt with at the same time. We are, however, satisfied that some of the suggestions put to us about these boundaries are too extensive to be considered at this stage and we propose to defer any decision until we have looked at the Lincolnshire and East Anglia General Review Area.

## **Part 3—Boundary between Cambridgeshire and West Suffolk**

### **NEWMARKET**

#### **DESCRIPTION AND LOCAL AUTHORITY VIEWS**

191. Newmarket is another example of a border town which is the centre of a wide area outside its own county. Newmarket urban district in West Suffolk is almost entirely surrounded by Newmarket rural district in Cambridgeshire. It is linked to the rest of West Suffolk only by a narrow neck of land over three miles in length.

192. In all, five proposals were received for the adjustment of the area surrounding Newmarket. Some proposals were for the transfer of territory to Cambridgeshire and some were for the transfer of territory to West Suffolk. West Suffolk County Council and Newmarket Urban District Council considered that if the Commission thought adjustment necessary the best solution would be to exchange a small area in the west of the urban district for parts of Newmarket rural district to the north and south of the urban district boundary.

The county council said that they had considered, but dismissed, the possibilities of either transferring Newmarket rural district to West Suffolk or of transferring Newmarket urban district and Moulton parish in Mildenhall rural district to Cambridgeshire. Both West Suffolk County Council and Newmarket urban district emphasised that the matter should be left until West Suffolk as a whole was reviewed, if it were proposed to move the urban district from West Suffolk. Mildenhall Rural District Council also suggested minor amendments.

193. Cambridgeshire County Council and Newmarket Rural District Council opposed the West Suffolk solution and wanted us to recommend the transfer of Newmarket urban district and some adjacent areas to Cambridgeshire. The rural district council also mentioned the alternative solution for improving the boundary by transferring nine parishes to West Suffolk, but dismissed this.

194. West Suffolk and Cambridgeshire Standing Joint Committees commented on the policing difficulties caused by the fact that the county boundary divides the race-course and by the divided responsibility for race-meeting traffic. The West Suffolk Committee thought their county council's proposals would resolve the difficulty and the Cambridgeshire Committee thought that Newmarket should be policed by whichever force was responsible for the race-course.

#### DRAFT PROPOSALS

195. In formulating our draft proposals we noted that all the local authorities admitted that the existing position was anomalous and that local government administration in the area could be improved by an adjustment of the boundary. It was obvious to us that there are considerable links between the urban district and Cambridgeshire. Newmarket town is the urban centre for the surrounding villages in the adjacent parts of Newmarket and Mildenhall rural districts and it was clearly desirable that these areas should be together in one administrative county. But as the proposed combined county of Cambridge, Ely, Huntingdonshire and the Soke of Peterborough was strong and as Newmarket was a centre for county services for the western part of West Suffolk, we formed the provisional view that there was not a strong enough reason to sever Newmarket urban district from West Suffolk. We therefore proposed that a number of parishes should be transferred from Newmarket rural district to West Suffolk to improve the boundary and the administration.

#### REACTIONS TO THE DRAFT PROPOSALS

196. The local authorities concerned made representations in writing and at the Cambridge conference. The West Suffolk authorities welcomed the proposals, while the Cambridgeshire authorities objected to them. Cambridgeshire County Council, supported by the Cambridgeshire Standing Joint Committee, proposed the transfer of Newmarket urban district and the parishes of Kentford and Moulton in Mildenhall rural district to Cambridgeshire. Newmarket Rural District Council contended that while the boundary would be straightened by our proposals other anomalies would be created. They said that Newmarket rural and urban districts ought to be together in one county based on Cambridge; but if the city was to be taken out of Cambridgeshire they urged that the future of the Newmarket area should not be decided until West Suffolk was reviewed. South Cambridgeshire Rural District Council also urged that the boundary decision should be left over until then.

197. The Jockey Club made a plea for the two race-courses and associated buildings to be in one county in order to resolve traffic control anomalies and administrative difficulties. They also thought it desirable for planning purposes that all the land used in connection with the bloodstock industry, including training grounds, stud land, stables and other establishments as well as the race-courses, should be in one county.

#### PROPOSALS FOR NEWMARKET

198. We have considered the various representations on our draft proposals but we do not think any fresh facts have been brought to light. We are satisfied that a considerable area round Newmarket ought to be in the same administrative county as the town itself, whether this is achieved by transferring Newmarket urban district and part of Mildenball rural district from West Suffolk to Cambridgeshire or by transferring part of Newmarket rural district to West Suffolk, but it is at least possible that the result of our abandoning the four-county amalgamation in favour of the north/south solution (see chapter II, p. 47) may have affected the argument on balance of advantage. We are therefore deferring any decision on the Newmarket area until we have looked at West Suffolk in our review of the Lincolnshire and East Anglia General Review Area.

### Part 4—Boundary between Cambridgeshire and Essex

199. Eighteen minor adjustments were proposed by Essex County Council to smooth out irregular and undefined parts of their boundary with Cambridgeshire. A further small adjustment was subsequently suggested by the parish of Linton in South Cambridgeshire rural district. The local authorities concerned were consulted and none raised any objection.

200. After a detailed inspection of the areas these boundary adjustments were, with one exception and some minor modifications, included in our draft proposals. Essex and Cambridgeshire county councils accepted these proposals and as no objections were received we have incorporated them in our final proposals (see Appendix 11, p. 134 and Map 1, Parts 22, 23, 24, 25 and 27).

### Part 5—Boundary between Cambridgeshire and Hertfordshire

#### ROYSTON

##### DESCRIPTION AND LOCAL AUTHORITY VIEWS

201. Royston urban district, which is on the northern boundary of Hertfordshire, forms a salient of Hertfordshire jutting into Cambridgeshire. It lies on the northern slope of the Chilterns escarpment and is cut off from the rest of Hertfordshire by the rising ground to the south of the town. The population in 1960 was just over 6,000; and both Royston and Hertfordshire were agreed that any major expansion of the town must take place to the north as development is limited in the south by the lie of the land.

202. The local authorities at first put forward two conflicting proposals for this area. Hertfordshire County Council asked for an adjustment to the county boundary with Cambridgeshire to bring in land for future development and they suggested that the new boundary should be the proposed Royston by-pass. Royston Urban District Council asked that the urban district should be transferred to Cambridgeshire because of their strong community of interest with



Cambridge city and because it was only in Cambridgeshire that they could expand. They said that Cambridge was the centre of social and business life for Royston; and in view of the county council's policy of limiting industrial expansion in Cambridge, they hoped that as a Cambridgeshire town they might benefit by taking industry diverted from the city.

203. Before our draft proposals were issued Royston withdrew their first suggestion and substituted a claim for extension of the Hertfordshire boundary into Cambridgeshire. In putting forward their revised proposals Royston said that they had been advised by Hertfordshire County Council that the Ministry of Housing and Local Government and the Board of Trade would be unlikely to allow industry to be transferred from Cambridge to Royston and that consequently the industrial expansion of the town should take place by the transfer of industries from the south. The council thought however that Hertfordshire's proposed boundary did not give sufficient room for development and that rather more land should be taken from Cambridgeshire to allow for development and for possible variations in the line of the proposed by-pass. Cambridgeshire County Council and South Cambridgeshire Rural District Council supported Royston's initial proposal but opposed the extension claim.

#### DRAFT PROPOSALS

204. We considered the views put to us and what was said at the meetings with local authorities. Although Hertfordshire have used Royston to some extent as a base for county services, it seemed to us that geographically Royston belonged to Cambridgeshire rather than to Hertfordshire and that the rural area which looks to Royston as a centre was larger on the Cambridgeshire side than on the Hertfordshire side. Taking into account also what Royston themselves had said about the social and business links with Cambridge and the fact that expansion of the town must be to the north, we were inclined to think that the stronger links were with Cambridgeshire. We therefore in our draft proposals added Royston urban district to the proposed combined county of Cambridgeshire, the Isle of Ely, the Soke of Peterborough and Huntingdonshire.

#### REACTIONS TO THE DRAFT PROPOSALS

205. The local authorities concerned and a number of local bodies made representations both in writing and at the conference at Cambridge. Royston now emphasised their historical associations with Hertfordshire and said that they had no community of interest with our proposed new county or with a Cambridgeshire which did not include the city of Cambridge. The wishes of the inhabitants were overwhelmingly against any change and the council felt that where an issue was finely balanced the wishes of the inhabitants should be the deciding factor. These views were supported by Hertfordshire County Council. The Cambridgeshire authorities accepted the transfer of Royston provided that it was in accordance with the wishes of the inhabitants. They added that they would object to any extension of Royston northwards unless the district was within their county.

206. A number of Royston local associations also objected on the grounds that they were satisfied with the present county services, which might be adversely affected in the new county, and that they did not want to pay increased rates.

207. Royston was not one of the towns where the local "sphere of influence" was strongly argued at the conference. We were left with the feeling that the Royston council's first views were right; that the town has a strong community of interest with Cambridge and looks to it as a centre of social and business life. Nothing was said which altered our view that Royston tends to be isolated from the rest of its county by the hills behind it, so that its loss to Hertfordshire as a base for county services would not be serious nor would it be necessary to transfer a large area of rural Hertfordshire with it. We have taken note of the fact that the council's change of mind was due to the very strong feelings which were expressed by the people of the town against any change of county. Nevertheless looking at the future planning of Royston and the land surrounding it on the Cambridgeshire side we cannot feel that it would be right to leave Royston in Hertfordshire.

208. The Royston claim to an extension of the Hertfordshire boundary into Cambridgeshire was based on the expectation that the town would be expanded to about twice its present size. This has only recently been agreed by Hertfordshire County Council and no detailed plan for the expansion has yet been prepared. It would therefore be difficult to define with any confidence the precise line of any extension into Cambridgeshire. The situation of Royston makes it at least a possible area for reception of overspill and there is land available on the Cambridgeshire side for a major expansion. Any such expansion would have to be planned in relation to Cambridge and Cambridgeshire, and this would strengthen the case for transferring Royston, as we now propose, to the new administrative county of Cambridgeshire (see Appendix 11 and Map 1, Part 26).

## Part 6—Boundaries between Bedfordshire and the Proposed New Counties

### ST. NEOTS

#### DESCRIPTION AND LOCAL AUTHORITY VIEWS

209. The town of St. Neots, which has a population of 5,410, lies on the south-western boundary of Huntingdonshire (see figure 3). It is separated from the villages of Eaton Ford and Eaton Socon in Bedfordshire by the river Ouse, over which there is a narrow bridge. Residential development between the villages and the town is otherwise practically continuous and St. Neots is clearly the main local centre.

210. The St. Neots council suggested that the urban district together with the villages of Eaton Socon and Eaton Ford in Bedfordshire already formed one town with many social and business interests in common and should be together. Similarly they said that St. Neots rural district and a number of the surrounding parishes in Bedfordshire and Cambridgeshire had a strong affinity with St. Neots and should be in the same county. The urban district council themselves did not mind which county they were in. They added that the parishes of Gamlingay in Cambridgeshire and Tetworth in Huntingdonshire were anomalous and should be in Bedfordshire.

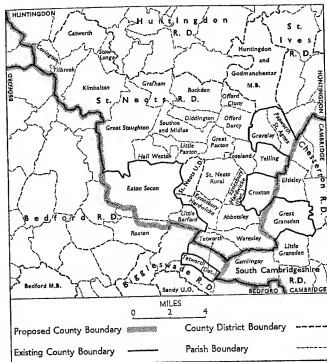


Fig. 3. The St. Neots Area.

211. The other local authorities concerned recognised the community of interest between St. Neots and Eaton Socon but opposed any suggestion that they should lose any part of their areas. Thus Huntingdonshire County Council did not object to the inclusion of Eaton Socon in Huntingdonshire if it was thought to be in the best interests of local government but opposed any suggestion that St. Neots urban and rural districts should be transferred to any other county. St. Neots rural district supported the claim that St. Neots was their centre, but thought that the area would be better served within Huntingdonshire. They agreed that Gamlingay and Tetworth should be in Bedfordshire and they also thought that the parishes of Graveley and Papworth St. Agnes in Cambridgeshire should be transferred to Huntingdonshire. Bedford rural district made no claims on any adjoining area but resisted any claims on their district except minor modifications to remove anomalies. Cambridgeshire County Council and South Cambridgeshire and Chesterton rural district councils objected to any alteration of their boundaries.

#### DRAFT PROPOSALS

212. In forming our draft proposals we considered the views that had been put to us and the impressions we had gained from visits to the area. All the local authorities concerned admitted that there were common interests between Eaton Socon and Eaton Ford and the town of St. Neots. There are also several parishes in St. Neots rural district which are closely linked with the town; others, we thought, might have closer links with the area to the north. We accordingly formed the provisional conclusion that those areas which looked to St. Neots as their local centre might well form part of one administrative county. The question then was to decide in which county the area should be included. The town of St. Neots lies about halfway between Huntingdon and Bedford and is also within easy reach of Cambridge. On balance we felt that the stronger links of St. Neots town were with Bedford rather than Cambridge and also, as we were suggesting a strong new administrative county covering the four counties of the Soke of Peterborough, Huntingdonshire, the Isle of Ely and Cambridgeshire, we felt that the new county would be in a better position than Bedfordshire to afford some loss of population and rateable value. Our draft proposals therefore suggested the transfer to Bedfordshire of St. Neots urban district and parts of some adjacent parishes in St. Neots rural district.

#### REACTIONS TO THE DRAFT PROPOSALS

213. The local authorities concerned made representations on the proposals both in writing and at the Cambridge conference. Huntingdonshire County Council objected to the proposals. They said that there was no need for change but thought that if any alteration were proposed Eaton Socon should be transferred to Huntingdonshire. This was opposed by Bedfordshire County Council and Bedford Rural District Council. St. Neots Rural District Council emphasised that the whole of the rural district had close ties with the town of St. Neots and although they objected to the transfer of St. Neots from Huntingdonshire, they would be prepared to go with the town into another county rather than see their district severed.

214. At the conference the Huntingdonshire Association of the National Union of Teachers objected to the proposal on the grounds that St. Neots was essential to the educational provision in the south of the county.

#### PROPOSALS FOR ST. NEOTS

215. It is clear from the views expressed to us that there are strong links across the county boundary at this point. We are satisfied that the town of St. Neots and its related rural area in St. Neots rural district and Bedford rural district (the parishes of Eaton Socon and Little Barford) should lie in the same county. But the case made by the rural district council enabled us to appreciate much better the extent to which the whole of St. Neots rural district is linked with and dependent upon the town and we now think that the rural district should be included without alteration in the same county as St. Neots urban district.

216. In the light of the changes which we have made in our proposals for the Soke of Peterborough, Huntingdonshire, the Isle of Ely and Cambridgeshire, we have considered again in which county this area should lie. Although the whole area looks to Bedford as a major urban centre rather than to Cambridge or Peterborough, the greater part of it lies at present within the county of Huntingdonshire and very close to Huntingdon and Godmanchester itself,

from which the whole area is easily accessible. We think that on balance less disturbance would be caused by leaving St. Neots urban and rural districts in Huntingdonshire and transferring Eaton Socon and Eaton Ford to that county from Bedfordshire. We therefore propose that most of the parish of Eaton Socon, together with the parish of Little Barford and a small part of the parish of Roxton, should be transferred to the new county of Huntingdon and Peterborough. This would mean a loss to Bedfordshire of about 3,400 population, 9,000 acres and £25,000 rateable value, compared with a loss to Huntingdonshire, if the two St. Neots districts were taken from them, of 13,000 population and an area of about 54,000 acres. If our proposals are taken as a whole, Bedfordshire would have a population of about 230,000, and the proposed new county of Huntingdon and Peterborough would have a population of about 155,000.

## TETWORTH AND GAMLINGAY

### DESCRIPTION AND LOCAL AUTHORITY VIEWS

217. Further to the south of St. Neots along the Bedfordshire boundary there is a small detached part of Huntingdonshire which is completely cut off from the county by a narrow strip of Cambridgeshire. In this small area an estate and the little village of Everton are artificially divided by a county boundary and lie partly in two counties.

218. Bedfordshire County Council claimed the part of Everton village which is at present in the detached portion of the parish of Tetworth in Huntingdonshire. They also commented that the Gamlingay peninsula in Cambridgeshire, which lies between Huntingdonshire and Bedfordshire, is nearer and more accessible to Bedford than either Huntingdon or Cambridge. A local landowner in this detached area strongly urged that the confusion caused by the present boundary should be cleared up and that the area should be transferred to Bedfordshire, to which it looked for postal services, railway and the nearest town. The Huntingdonshire and Cambridgeshire county councils and South Cambridgeshire Rural District Council at first thought alteration unnecessary but later agreed to some tidying up.

### DRAFT PROPOSALS

219. This part of the boundary appeared to us to be clearly in need of revision. The small part of Tetworth which is detached from Huntingdonshire is to all intents and purposes part of Bedfordshire. The draft proposals recommended the transfer to Bedfordshire of the whole of the parish of Tetworth, including the detached portion, and also a part of Gamlingay.

### PROPOSALS FOR TETWORTH AND GAMLINGAY

220. None of the authorities raised any objection to the transfer of the detached part of Tetworth and the part of Gamlingay. However, St. Neots Rural District Council, who were supported by a local landowner, objected to the transfer of the larger part of Tetworth parish. In these circumstances we do not think this part of our draft proposals should be pursued, and we now propose that the detached part of Tetworth only, and part of Gamlingay, should be transferred to Bedfordshire (see Appendix 11, page 134 and Map 1, Part 21).

## Part 7—Boundary between the Proposed New Counties

221. The Soke of Peterborough County Council, supported by Peterborough City Council, suggested a minor alteration to their boundary with the Isle of Ely to bring within the city of Peterborough parts of the parish of Stanground North in Thorney rural district. Thorney Rural District Council thought that, if alteration was to be made, the whole parish should be transferred. But they pointed out that their district was already small and uneconomic to administer and could ill afford any loss of rate income. Although they were in general satisfied with the administration provided by the Isle of Ely County Council they did not think enough places were provided for their children in grammar and other selective schools, and it was difficult to find people with enough time to serve on the county council; it was necessary to choose people with their own cars because of the lack of public transport between Thorney and March. Peterborough was a much more convenient centre and the district ought to be amalgamated with any administrative unit centred on or incorporating the city of Peterborough.

222. After considering the views put to us and inspecting the area we agree that Thorney rural district has strong links with Peterborough, which is more accessible than March. We propose therefore that Thorney rural district should be transferred to the new administrative county of Huntingdon and Peterborough (see Appendix 11, page 134 and Map 1, Part 7).

223. South of Godmanchester the boundary between Huntingdonshire and Cambridgeshire is very irregular. St. Neots Rural District Council asked us to look particularly at the boundary in the St. Neots area, where they thought that Graveley, Croxton, Eltisley and Little Gransden had a strong affinity with St. Neots, and, as mentioned in paragraph 209, St. Neots Urban District Council also drew our attention to anomalies on the boundary here. The county councils concerned did not think that the boundary created any difficulties and the South Cambridgeshire and Chesterton rural district councils were opposed to any alteration.

224. After considering the various views expressed we are satisfied that there is a case for altering the boundary. Although the villages of Great Gransden in Huntingdonshire and Little Gransden in Cambridgeshire are separated by the county boundary they form in fact one community, and the parishes of Graveley, Papworth St. Agnes and Croxton in Chesterton rural district could more conveniently be administered from Huntingdon. We propose therefore that the parish of Great Gransden should be included in the new administrative county of Cambridgeshire and that the parishes of Graveley, Papworth St. Agnes and Croxton should be included in the new administrative county of Huntingdon and Peterborough (see Appendix 11, page 134 and Map 1, Part 19).

## Part 8—Summary

225. The effect of all the above proposals on the boundaries of the proposed new counties is:—

(a) *County of Huntingdon and Peterborough*

- (i) The boundary with Lincolnshire and with a small part of Northamptonshire to be left open for the time being; the rest of the boundary

with Northamptonshire and the boundaries with Bedfordshire and the proposed new administrative county of Cambridgeshire to be as defined on Map 1 and further described in Appendix 11.

- (ii) In addition to minor alterations to the line of the boundary the following areas to be added to the county:—  
part of Bedford rural district in Bedfordshire, parts of Chesterton rural district in Cambridgeshire and the whole of Thorney rural district in the Isle of Ely.
- (iii) A part of St. Neots rural district to be transferred to Bedfordshire and another to the proposed new administrative county of Cambridgeshire.

(b) *County of Cambridgeshire*

- (i) The boundaries with Lincolnshire, Norfolk and West Suffolk to be left open for the time being and the boundaries with Essex, Hertfordshire, Bedfordshire and the new county of Huntingdon and Peterborough to be as defined on Map 1 and further described in Appendix 11.
- (ii) In addition to minor alterations to the line of the boundary, Royston urban district and part of St. Neots rural district to be added to the county.
- (iii) Parts of South Cambridgeshire rural district to be transferred to Bedfordshire and parts of Chesterton rural district and the whole of Thorney rural district to be transferred to the new county of Huntingdon and Peterborough.

## CHAPTER IV. BEDFORDSHIRE

### Introduction

226. Bedfordshire lies in the south of the East Midlands Review Area and has common boundaries with Hertfordshire and Buckinghamshire outside the review area, as well as with Northamptonshire, Huntingdonshire and Cambridgeshire within it. There are at present no county boroughs within the geographical county, but the major problem we had to consider when reviewing this county was whether Luton should become a county borough. This is dealt with in Part 1 of this Chapter.

227. We also received several suggestions for altering the county boundaries: of these, the most substantial were those affecting the boundary with Buckinghamshire, which are described in Part 2 of this Chapter. The other suggestions are dealt with in Part 3; none of them involves very big changes.

228. The administrative county of Bedfordshire would, as affected by our proposals have a population of 230,000 and a rateable value of £4,185,000. We are satisfied that at this size it should continue to be a convenient and effective unit of administration, with the prospect of an increasing population.

### Part 1—Luton

#### DESCRIPTION

229. Luton is in the south-east corner of Bedfordshire about thirty miles north-west of London. It has grown rapidly since the beginning of the century and is continuing to grow—the population in 1901 was 36,400; by 1931 it had risen to 71,000 and by 1939 it was 92,000. The 1960 population was 123,000 and by 1971 it is expected to be 145,000. Luton has now one third of the population of the administrative county of Bedfordshire: its rateable value (£2,122,220) is well over one-third of the county total.

230. Luton is primarily an industrial town. The traditional industry was the making of hats and this remained the chief employer of labour up to 1931, but the manufacture of vehicles now has pride of place. The borough has had two major boundary extensions this century—in 1928, when 2,419 acres of Luton rural district were transferred to it, and in 1933 when 2,680 acres were added from Luton and Ampthill rural districts. The first extension added 6,000 inhabitants, and the second 2,000. The council's first application to become a county borough was in 1912.

### LOCAL AUTHORITY VIEWS

#### LUTON BOROUGH COUNCIL

231. In reply to our questionnaire Luton Borough Council, who had already asked us to give priority to their claim to be a county borough and to the review of the south-east Midlands, formally requested that Luton should be made a county borough. They also asked that the present area of the town should be increased from 8,773 acres to 21,352 acres by the inclusion of parts



of the parishes of Caddington, Houghton Regis, Toddington, Sundon and Streatley and the whole parish of Hyde (the southern part of which was also claimed by the Hertfordshire authorities of Harpenden urban and St. Albans rural districts) from Luton rural district; and they sought a small adjustment with the neighbouring borough of Dunstable. (Details of their claim are given in Appendix 8). They did not make any larger claim on Dunstable, but they suggested that we would no doubt "consider whether advantages would accrue from the formation of a large county borough in the south of the county by the amalgamation under one all-purpose authority of the continuous built-up area consisting of the Boroughs of Luton and Dunstable and the contiguous areas of existing and future development in the Luton Rural District adjoining the present boundaries of the two boroughs".

232. Luton put forward three main reasons for seeking these extensions.

- (a) The principal reason for the extensions into the parishes of Sundon and Streatley was to take into Luton the housing estates at Warden Hill and Sundon Park; these estates had grown rapidly over the last ten years and their residents relied largely on Luton for work, shopping and recreation.
- (b) Some of the land was wanted because Luton either owned it or intended to develop it. The small extension into Dunstable would bring into Luton the houses they were building along Poynters Road as part of their Lewsey Estate, and the area immediately to the north of this estate in Houghton Regis could be developed when required to accommodate London overspill as workers were absorbed by local industry. Extension into Toddington would bring the proposed new sewage disposal works at Chalton within the boundary, and the inclusion of the parish of Hyde would take in the existing sewage disposal works and land required for extensions to the municipal airport, the proposed eastern by-pass and a secondary school; some infilling development could take place in both Hyde and Caddington.
- (c) Finally, Luton asked for some land which was not developed and which they did not intend to develop, because they thought that a county borough should have control of a reasonable amount of the surrounding green belt.

#### THE COUNTY AUTHORITIES

233. Neither Bedfordshire County Council, Dunstable Borough Council nor Luton Rural District Council opposed Luton's claim to become a county borough.

234. The county council had, like Luton themselves, asked for the area to be reviewed early in the Commission's programme. While not opposing the claim for county borough status, they did not actively support it; they drew our attention to the advantages of the two-tier system and the high standard of services at present enjoyed by the county districts, including Luton. This high standard was made possible by the present size of the county and they said that the cost of separate provision of services would be greater for both the administrative county and the new county borough. They admitted that the county would remain viable without Luton provided there was no other major loss of territory. So far as boundary extensions were concerned, the county

council were prepared to see the built-up areas of Sundon and Streatley become part of the new county borough, together with the parish of Hyde (less any part of it that we might think should be transferred to Hertfordshire as suggested by the Hertfordshire authorities). But the county thought that the western boundary of Luton should be the London-Yorkshire motorway. To adopt this line would admittedly mean taking out of Luton some areas already developed or being developed by them, but it would provide a good permanent boundary between Luton and Dunstable, a matter which the county council considered to be of paramount importance. If we were not likely to accept this suggestion, they would prefer to withdraw their agreement to the transfer of the built-up areas of Sundon and Streatley and the parish of Hyde.

235. Dunstable Borough Council, like the county council, thought that the motorway ought to be the boundary between Luton and Dunstable. The county council would then be responsible for its maintenance throughout the geographical county. Any development taking place west of the motorway was the result of the development of industry in Dunstable: the area was not yet wholly developed and carried with it heavy liabilities which the Dunstable council were willing to accept because they were convinced that the motorway was the proper boundary. Dunstable did not agree to the transfer of the part of the borough asked for by Luton.

236. Luton Rural District Council contended that no material advantages were likely to accrue either to Luton or to the county if Luton became a county borough but, if Luton's application were granted, the new county borough should be restricted to the area of the present borough. The built-up areas claimed by Luton were well served by the county and district councils; there was no merit in Luton's claim to part of Toddington, particularly as it was not yet known whether they would be permitted to build a sewage disposal works there; and the rural district council would themselves develop the land at Houghton Regis when it became necessary to do so. There was no justification for Luton's incorporating the parish of Hyde, which consisted in the main of two large private estates—Luton Hoo and the Hyde estate.

#### DRAFT PROPOSALS

237. We considered Luton's application to become a county borough in the light of the requirements of the Act and the regulations. Luton's population is already well over 100,000 and it is likely to grow still further; we had no hesitation in saying that it had the size and resources to carry out adequately all the functions of a county borough. Bedfordshire County Council, the authority most directly affected by the application, did not oppose it. It seemed to us that Luton's claims ought to be met.

238. We next considered the application for boundary extensions in the light of regulation 11. This requires us to consider how far any built-up areas are not only continuations of the town area of the county borough but have also closer and more special links with the town area than those arising from mere proximity; whether planned development of land that is not yet built up is likely to lead to its being a continuation of the town area; whether there would be a balance of advantage in making the change, taking into account the interests not only of the people living in the areas to be included but also of the inhabitants of the county borough; and the effects on local government

organisation in the county and county districts affected. After discussion with the local authorities and visits to the area it seemed to us that it would be right to include in the new county borough the built-up areas immediately to the north of the town, and to adjust the boundary to the south and east to include the land immediately across the boundary that Luton were using or proposed to use for various civic purposes (see Map F). We also thought there was a case for making some minor adjustment to the boundary with Dunstable on the west.

239. The most extensive of our draft proposals was that the built-up areas of the parishes of Sundon and Streatley, with part of the parish of Toddington, should be included in the new county borough: we also suggested that parts of the parish of Hyde (land for the extension of the municipal airport, and land for allotments and a school) should be included. We adopted the motorway as the boundary between the new county borough and the parish of Caddington, which meant the transfer of a small part of the parish to Luton in the south and the transfer of an undeveloped part of Luton to the county further north. For the reasons given in paragraphs 247 to 249 below we did not propose the merger of Dunstable with Luton. But we did not feel able to agree that the motorway should be the boundary between the two towns and we suggested that the boundary should run along the middle of Poynters Road, thus bringing into Luton the houses they are building on the east of that road as part of their Lewsey estate.

#### REACTIONS TO THE DRAFT PROPOSALS

240. Luton accepted our draft proposals, although they asked us to reconsider the position of the parish of Hyde which would be left practically isolated from the rest of the county. They also asked that the question of their future should be settled as early as possible, by a separate order if practicable. Hertfordshire County Council, supported by Harpenden Urban District Council and St. Albans Rural District Council, also raised the question of the parish of Hyde, suggesting that, in view of its isolation from the rest of Bedfordshire, it would be better to transfer it to Hertfordshire.

241. Bedfordshire County Council said little in their written comments on our draft proposals, preferring to reserve their detailed comments for the conference, and Luton Rural District Council stood by their original position. Dunstable Borough Council continued to press for the boundary between Dunstable and the new county borough to be the motorway.

#### THE CONFERENCE

242. In view of the general acceptance of the draft proposal that Luton should become a county borough, discussion at the conference held in Bedford on 8th June, 1960, was confined to details of the boundary of the new county borough. There were three main points at issue:—

##### (a) *Toddington*

The parish council were opposed to any part of their parish being transferred to Luton, and the rural district council, while opposed to the transfer of any part of their district to Luton (in which they were supported by the other parish councils affected), said that the railway or nearby road would have provided as good a boundary in the

Toddington area as the motorway and would not have transferred so much open land to Luton; they wanted to keep this land undeveloped as part of the green wedge between Luton and the proposed development at Houghton Regis.

(b) *The Poynters Road area*

Dunstable Borough Council continued to press for the adoption of the motorway as the boundary between themselves and Luton. They said that the change proposed in the Poynters Road area was small in itself, the area and rateable value involved could be of little importance to Luton but would be valuable to the county, and the actual boundary chosen along the centre of the road would lead to difficulties of road maintenance, policing, and bye-laws.

(c) *The parish of Hyde*

Hertfordshire County Council, supported by their district councils, argued that Hyde could be administered more conveniently from Hertfordshire than from Bedfordshire, who would have no great interest in it and might be tempted to sacrifice it to a future extension of Luton: Hertfordshire would preserve it as green belt. They thought that if it were transferred to Luton it would eventually become "bricks and mortar". Luton pointed out that they paid a considerable amount in rates to the rural district council for their sewage disposal works in the parish of Hyde and received nothing in return. It would be easier to administer public services for the parish from Luton than from the district council's depot at Houghton Regis, and they could not build in the green belt without the consent of the Minister of Housing and Local Government. They drew attention to the projected eastern by-pass as a possible boundary and were prepared to negotiate a new boundary in the south-east with Hertfordshire if we wished. Bedfordshire County Council denied that Hyde would be cut off from the rest of the rural district: the rural district offices were in the south of Luton and Hyde was the nearest parish. They could not agree that the green belt was less safe with them than it would be with Hertfordshire.

## OUR PROPOSALS FOR LUTON

243. As a result of the representations that were made to us we have decided to modify our draft proposals by drawing the boundary in the parish of Toddington along the railway line and not along the motorway as we originally proposed.

244. Our final proposals for Luton are therefore as follows:—

(i) Luton should become a county borough.

(ii) The following alterations should be made to the present area of the borough:—

(a) *Luton rural district*

The built-up parts of the parishes of Sundon and Streatley immediately north of Luton, with part of the parish of Toddington, and parts of the parish of Hyde, should be included in the new county borough; and there should be an exchange of territory

between Luton and the rural district consequential on taking the motorway as the boundary in Caddington parish.

(b) *Dunstable borough*

The Luton Corporation housing on the east side of Poynters Road should be included in the new county borough.

- (iii) The boundaries of the new county borough should be as shown on Map No. 4 and described in the schedule contained in Appendix 11.

THE BASIS OF OUR PROPOSALS

245. In considering the future of Luton, we had first to consider whether Luton should be a county borough, and, if the answer to that question was "yes", what area the county borough should cover.

246. We had little difficulty in answering the first question. Section 34 of the Act lays it down that a population of 100,000 is to be presumed sufficient to support the functions of a county borough council. Luton is the largest non-county borough outside the Metropolitan area, with a present population of 123,000 and the prospect of further growth. The claim to become a county borough was not opposed by Bedfordshire County Council, and it is clear that Bedfordshire without Luton would continue to be an effective county.

247. Having decided that Luton should become a county borough we next had to decide what area the county borough should cover, and in this connection we felt bound to consider whether Dunstable should be included. Luton did not specifically ask for this but they suggested that we might wish to consider the matter: even had they made no such suggestion it would still have been necessary for us to look at the arguments for and against such a step.

248. Industrially there are very close links between the two towns. The motor industry has interests in both Luton and Dunstable and is developing major projects in both places. People in each town use the other for a variety of purposes and, because of the common industrial links and the general interchange between the two, they should be planned together. One Town Map is in fact being prepared by the county planning department. New development for London overspill is producing continuous development north of the Luton/Dunstable road, where the two areas are or will be physically and socially one, and the links between the two towns are strengthened by their common need to meet problems of water supply and sewage disposal.

249. On the other hand, the two towns have a separate history and have developed differently: Dunstable is not just a suburb of Luton or another Luton on a smaller scale. A new town centre is planned for Dunstable and its effect, combined with that of the motorway, may well be to lead Dunstable to look less rather than more to Luton in future. We also had to consider the effect on the administrative county. While we are satisfied that Bedfordshire would be viable without Luton, to take away Dunstable as well would mean the loss of another 23,500 population and greater adjustments to county services, and would leave the county without any urban centre in the south from which to administer services. In all these circumstances we concluded that the balance of advantage lies in leaving Dunstable separate from Luton to continue as a non-county borough in the administrative county of Bedfordshire.

250. We considered the arguments put to us by Dunstable and the county in favour of taking the motorway as the boundary between Luton and Dunstable. This had the attraction of providing a continuous well-defined line for the whole of the western boundary of the new county borough. But it would mean transferring to Dunstable a population estimated by Luton at about 4,800 and a substantial area of land which Luton Corporation are in process of developing. In 1959 they already owned, or had contracted to buy, no less than 400 acres of land and when the development is completed they will own about 2,500 houses in this area; without this land Luton would be unable to maintain their housing programme and would be seriously hampered in their slum clearance and redevelopment. Our conclusion was that the land west of the motorway is an integral part of Luton and should not be severed from it. Luton had suggested that the boundary with Dunstable should be adjusted to bring into Luton the houses they are building on the east side of Poynters Road, which are at present in Dunstable. We think this is reasonable, and we propose that the boundary should follow the centre of Poynters Road in order to do this (see Appendix 11, p. 134).

#### BOUNDARY EXTENSION

251. We looked at Luton's application to extend into the parishes of Sundon and Streatley in the light of regulation 11. As is shown in Map F the built-up parts of these parishes just north of Luton are in effect a continuation of the urban area of the borough and we thought that they should be included in it. Between these two built-up areas we have included some undeveloped land so as to secure a defined and recognisable boundary, but we have not included as much of the undeveloped land in Streatley as Luton asked for. We have also included a small part of the parish of Toddington, so as to secure a good boundary to the west of the Sundon development. In our draft proposals we took the motorway as the boundary because we thought that the land between the motorway and the railway would be isolated from the rest of the rural district and was likely in the long term to be developed for industry. There are however no planning proposals for this land and in view of the rural district council's representations at the conference (see paragraph 242) we now propose that the boundary should follow the line of the railway.

252. We do not think Luton have a claim to the parish of Toddington in order to bring within their boundaries the land at Chalton, some distance from their existing boundary, on which they hope to build a sewage disposal works. Caddington again is at present entirely rural, and there are no plans for development there; we saw no case under regulation 11 for including it in Luton. The motorway makes the most suitable boundary between the new county borough and the administrative county in this area and we have made a proposal accordingly: this involves the transfer to Luton of a very small part of the parish east of the motorway, and the transfer to the county of a rather larger area of undeveloped land at present in Luton.

253. Neither do we think that Luton established their claim to part of the parish of Houghton Regis. The area is to be developed for London overspill and it is not necessary to bring it into Luton for this purpose. Development in this area may have ties with Luton, but we understand that a road is to be built linking the area with Dunstable and, if Dunstable develop their shopping

centre as they intend, any development in Houghton Regis may well look to Dunstable as much as to Luton.

254. The parish of Hyde presents a somewhat different problem. It seemed to us reasonable that Luton should have that part of the parish containing land immediately adjacent to their boundary which will be needed for the extensions to the civic airport, and the land immediately south of the town where there is a school site and allotments. We appreciate that their proposal to incorporate the whole of the parish was prompted by its isolated position from the rest of the rural district. But the offices of the Luton Rural District Council are in the southern part of Luton and are in fact more easily accessible from Hyde than from any other part of the rural district, and neither the rural district council nor the county council should have any difficulty in administering this part of the rural district. Similarly we did not think that there was anything to be gained from transferring part or all of the parish to Hertfordshire as the Hertfordshire authorities suggested. A large part of the parish is occupied by two private estates; and so long as these estates remain, the greater part of the parish will remain undeveloped. If there is any question of development in the future we think it would be preferable to have one local planning authority—Bedfordshire County Council—responsible for the green belt north and south of Luton.

## EFFECTS OF OUR PROPOSALS

255. We are satisfied that Luton should prove a convenient and effective county borough, and that the rest of the administrative county of Bedfordshire, with a population of about 230,000 and rateable value of just over £4 million, would be a viable and effective area of county government without it. Luton rural district would lose 19 per cent of its population and 22 per cent of its rateable value, but with a population of over 24,000 and rateable value of over £270,000 should still be an effective county district: both its population and its rateable value are likely to increase rapidly.

256. As we have explained above, we felt bound to consider how far the future of Dunstable was bound up with that of Luton. We concluded that the balance of advantage lay in keeping them administratively separate, although we think that it will still be necessary for a joint town map to be prepared, and we understand that Luton would be ready to co-operate with the county to that end.

## Part 2—Boundary with Buckinghamshire

### LEIGHTON BUZZARD AND LINSLADE (Map 1, Part 30)

#### DESCRIPTION

257. Leighton Buzzard urban district in Bedfordshire and Linslade urban district in Buckinghamshire lie on either side of the river Ouzel, which forms the boundary between the two counties. The two towns are to all intents and purposes one community for business, shopping and social activities and share some local government services; for example, the fire engine is in one district and the ambulance in the other. A fair number of the councillors of both are qualified to sit for either, as they live in one district and carry on business in the other. Linslade, the smaller of the two (it has a population of under 4,000

compared with Leighton Buzzard's 10,000), is dependent on Leighton Buzzard for many facilities; for example, it has no cinema, no bank, no chemist and no library. The railway station is in Linslade, but is called Leighton Buzzard.

#### SUGGESTIONS FROM THE LOCAL AUTHORITIES

258. Leighton Buzzard Urban District Council proposed that the two towns, with a small part of the surrounding rural area, should be combined to form a single county district in the administrative county of Bedfordshire. This proposal was not actively supported by Bedfordshire County Council who, however, committed themselves to the view that the two towns were a single community and operated as one for everything except local government; that the district and county councils worked well together in providing services for the area; and that if we decided to unite the two towns they should become part of Bedfordshire. Buckinghamshire County Council opposed the suggestion; they said that Linslade was the administrative centre for a large area of Buckinghamshire and that its future lay in becoming the headquarters of a new rural district made up of Linslade, Wing rural district and part of Winslow rural district.

259. Linslade Urban District Council had attended a joint meeting with Leighton Buzzard Urban District Council in February, 1959, at which a resolution was passed that both districts should be in the same county; the resolution was not ratified by Linslade in view of the results of a referendum organised by Buckinghamshire County Council which showed that many Linslade people wished it to remain a separate urban district in Buckinghamshire. Linslade said that the flood land of the Ouzel formed a perceptible green belt between the two towns; that they had their own shopping centre; and that the few local government services operated jointly did not in fact involve a great deal of time-wasting consultation. Leighton Buzzard's suggestion was also opposed by Wing Rural District Council on the grounds that Linslade was the centre for secondary modern education for some of the villages in the rural district and that any future expansion of Leighton Buzzard should be to the north.

#### DRAFT PROPOSALS

260. In our draft proposals we said that Linslade urban district should be transferred from Buckinghamshire to Bedfordshire in order that the two communities might be brought together under one administration.

261. Bedfordshire County Council and Leighton Buzzard Urban District Council agreed with our draft proposal. Buckinghamshire County Council adhered to the view that there should be no alteration to the county boundary but said that if the two towns were to be joined, they should be in Buckinghamshire. Linslade Urban District Council now agreed that the two towns should be in one county but thought that the county should be Buckinghamshire and that part of Luton rural district as well as Leighton Buzzard should be transferred. If, however, we adhered to our draft proposals, certain minor adjustments in the boundary with Wing rural district would need to be made.

262. At the Bedford conference, Buckinghamshire County Council said that Linslade was a focal point in their administration for the surrounding rural area, the nearest other town being Aylesbury; Bedfordshire were not faced with



a similar problem, as the rural district round Leighton Buzzard was administered from Luton. Leighton Buzzard Urban District Council said that Linslade would be a smaller loss to Buckinghamshire than their area would be to Bedfordshire, especially if Luton became a county borough. Linslade did not think that they should be transferred to Bedfordshire simply as compensation for the loss of Luton. While they agreed that the two towns should be in the same county, they were not entirely convinced that they ought to be combined—although they realised that this was probably inevitable once they were in the same county.

#### PROPOSALS FOR LEIGHTON BUZZARD AND LINSLADE

263. We propose that Linslade urban district should be transferred from Buckinghamshire to Bedfordshire with a minor adjustment to the boundary between Linslade urban district and Wing rural district<sup>1</sup>.

264. Although Linslade and Leighton Buzzard have grown up in different counties there is a strong community of interest between them and it has already been found convenient to provide services jointly for the two towns. We do not deny that these joint arrangements work harmoniously at both county and district level. But the consultation involved in joint working inevitably causes delay and in other services there is an unnecessary duplication of effort. It would clearly make for more convenient and effective local government if the two towns were under one administration, and we think that this is the view of all the authorities concerned, except perhaps for Buckinghamshire County Council. Linslade is the smaller of the two communities; its loss would have a negligible effect on Buckinghamshire's population and rateable value and we do not think that it is essential that it should remain in Buckinghamshire as a base for county services. We consider that the balance of advantage lies in the combined town being in Bedfordshire rather than in Buckinghamshire. The details of the boundary we propose are dealt with in Appendix 11 (page 134).

#### WOBURN SANDS AND ASPLEY GUISE (Map 1, Part 28)

(Amphill rural district, Bedfordshire; Newport Pagnell  
rural district, Buckinghamshire)

265. Amphill Rural District Council suggested that the parish of Woburn Sands (population 1,570), should be transferred from Buckinghamshire to Bedfordshire, on the grounds of its close links with the parishes of Aspley Guise and Aspley Heath in Bedfordshire. They also suggested that the parish of Wavendon should be transferred to Bedfordshire. Newport Pagnell Rural District Council opposed these suggestions on the grounds that Woburn Sands and Wavendon were quite separate communities from Aspley Guise and Aspley Heath; they later suggested that the built-up parts of the two Bedfordshire parishes should be transferred to Buckinghamshire, in order to avoid having a county boundary running through the middle of a built-up area. The claim and counter-claim of the two district councils were not supported by the county councils who, however, submitted an agreed suggestion for a minor alteration to the boundary where it at present passes through properties.

<sup>1</sup> A further adjustment in the boundary with Wing rural district was suggested by Luton Rural District Council. We have deferred dealing with this suggestion until we review Buckinghamshire and this part of the boundary has been indicated accordingly on Map A.

266. There is some continuity of development between the three parishes—the road along which Aspley Heath has developed touches Woburn Sands at one point and development straggles out over a wide area from Aspley Guise to Woburn Sands. There is also some community of interest; the shopping centre at Woburn Sands serves Aspley Heath for local needs and probably has some slight pull on Aspley Guise. But neither the continuity of development nor the community of interest seemed to us to be sufficient for the three parishes to be regarded as one unit and in our draft proposals we therefore adopted the county councils' suggestion for removing the minor anomalies in the boundary.

267. Ampthill Rural District Council accepted the need to remove the anomalies in the present boundary, but did not like one part of our draft proposals where the line we had adopted in order to avoid dividing properties would have transferred twenty-four properties from Bedfordshire to Buckinghamshire. They suggested that instead the new boundary should follow the rear curtilages of the properties. But the curtilage line is very irregular and in part it is not definable, and so our final proposals are the same as our draft proposals.

### Part 3—Other Minor Adjustments to County Boundaries

#### BOUNDARY WITH HERTFORDSHIRE

268. *Hyde* (Luton rural district, Bedfordshire; Harpenden urban district and St. Albans rural district, Hertfordshire).

The suggestions we received for incorporating part of the parish of Hyde into Hertfordshire are dealt with in Part 1 of this chapter (see p. 63).

269. *Stotfold* (Biggleswade rural district, Bedfordshire; Letchworth urban district, Hertfordshire) (Map 1, Part 29).

Letchworth Urban District Council, supported by Hertfordshire County Council, suggested that the site of their sewage disposal works should be transferred to them from Biggleswade rural district in Bedfordshire, along with three other small parts of the parish of Stotfold containing two public houses and a farm with an adjacent caravan site. They asked for the site of the sewage disposal works in order to keep the rateable value within the town; the public houses because their trade came largely from Letchworth and police supervision could more easily be exercised from there; and the farm and caravan site because they belonged to First Garden City Ltd. and the Letchworth council wished to exercise control over the caravan site. Bedfordshire County Council and Biggleswade Rural District Council did not agree with the Hertfordshire authorities; and they said that to allow the transfer of the sewage disposal works would establish an undesirable precedent.

270. In our draft proposals we suggested the transfer of two small areas of land to Hertfordshire so as to include the sewage disposal works, the public houses and the caravan site in that county.

271. Letchworth Urban District Council were satisfied with our draft proposals and Hertfordshire County Council had no comments on them, but Bedfordshire County Council thought that the sewage disposal works ought to be left in Bedfordshire and Biggleswade Rural District Council thought that only the area south of the Arlesey-Letchworth Road ought to be transferred to Hertfordshire, leaving the sewage disposal works (and one of the public houses) in Bedfordshire.

272. We understand that the sewage disposal works are likely to be extended on the Hertfordshire side of the boundary, so that if the boundary were to remain where it is at present the works would be partly in one county and partly in the other. Looking at the facts of this particular case we think therefore that the balance of advantage lies in transferring the sewage disposal works to Hertfordshire as suggested in our draft proposals; and we see no reason why this should be regarded as a precedent for other cases. We have modified our draft proposals in one respect. Although there was general agreement at the Bedford conference that the caravan site should be transferred to Hertfordshire it was thought that the land north of the road to Arlesey might be left in Bedfordshire. As this road would make a good boundary we have adopted this suggestion in our final proposals.

273. *Pegsdon and Hexton* (Amphill rural district, Bedfordshire; Hitchin rural district, Hertfordshire).

Hitchin Rural District Council suggested that the Pegsdon area of the parish of Shillington in Amphill rural district should be transferred to Hertfordshire in order to make a more regular boundary. Hertfordshire County Council originally supported this suggestion, but the Bedfordshire authorities thought that, if any change were necessary, it would be better to transfer Hexton in Hitchin rural district to Bedfordshire, and we adopted this counter-suggestion in our draft proposals. It was, however, apparent from the reaction to the draft proposals that none of the local authorities was willing to surrender any territory and none of them felt strongly enough to press their claims in the face of opposition. We do not think that the case for altering the boundary here is sufficiently strong to be insisted on in such circumstances. We have therefore decided not to make any final proposal affecting this part of the boundary.

274. *Markyate and Flamstead* (Luton rural district, Bedfordshire; Hemel Hempstead rural district, Hertfordshire) (Map 1, part 31).

Luton Rural District Council suggested that the parishes of Markyate and Flamstead should be transferred to Bedfordshire to improve the shape of the boundary and to keep the whole of the green belt round Luton under the control of one authority. They thought that the areas concerned had close affinities with the Bedfordshire villages of Caddington and Slip End, and were more accessible from Luton than from Hemel Hempstead. Luton Rural District Council were not supported by their own county council, who, however, drew our attention to the anomalous position of Pepperstock which sits astride the county boundary. The Hertfordshire authorities opposed Luton's suggestion. In our draft proposals for this area we suggested that Pepperstock in the parish of Flamstead and Aley Green in the parish of Markyate should be transferred from Hertfordshire to Bedfordshire and as this has proved acceptable to all concerned we are embodying it in our final proposals. Most of Aley Green is already in Bedfordshire, and both Aley Green and Pepperstock have close ties with Caddington and Slip End in that county.

#### BOUNDARY WITH NORTHAMPTONSHIRE

275. *Rushden and Wymington* (Bedford rural district, Bedfordshire; Rushden urban district, Northamptonshire) (Map 1, Part 21).

Rushden Urban District Council suggested that the parish of Wymington should be transferred from Bedfordshire to Northamptonshire since it relied

for most of its services on Rushden and could more conveniently be administered from there. They drew attention to one part of the boundary which they considered particularly difficult, where it runs along the A.6 road leaving an isolated ribbon of houses in Bedfordshire. Northamptonshire County Council did not support their district council and although the two Bedfordshire authorities were prepared to agree to an adjustment of the boundary to bring the ribbon of houses into Rushden they did not agree with the suggestion that the whole parish should be transferred. We made a draft proposal transferring the ribbon of houses to Northamptonshire: this has proved generally acceptable and we have adopted this recommendation in our final proposals.

276. *Newton Bromshold* (Bedford rural district, Bedfordshire; Wellingborough rural district, Northamptonshire) (Map 1, Part 18).

Wellingborough Rural District Council suggested that two cottages and a piece of land in the parish of Melchbourne and Yelden should be transferred from Bedfordshire to Northamptonshire so that they could be brought into the same local government unit as the village of Newton Bromshold, of which they form part. All the councils concerned were agreed that an adjustment to the boundary should be made at this point and we have made a proposal accordingly.

## CHAPTER V. LEICESTERSHIRE

### Introduction

277. The geographical county of Leicestershire lies in the north west of the East Midlands Review Area and, like Northamptonshire, has a common boundary with Warwickshire in the West Midlands General Review Area. There is only one county borough—Leicester—within the geographical county.

278. We have described, in Chapter I of this report, our proposals for amalgamating the greater part of the administrative county of Rutland with Leicestershire. In Part 1 of this Chapter we deal with the application by Leicester County Borough Council for extensions into the surrounding county districts, and in Part 2 with various proposals we have made for altering the outer boundaries of the administrative county. Most of the changes we propose are small, but we think they would, if effected, contribute to the convenience of local government services in the areas concerned.

279. The total effect of all our proposals for the administrative county would be that Leicestershire would have a population of 390,000 and a rateable value of £4,625,000.

### Part 1—Leicester County Borough

#### DESCRIPTION

280. The city of Leicester is also the county town of the administrative county of Leicestershire. One of the original county boroughs created by the Local Government Act, 1888, it has twice had its area considerably increased by boundary extensions—in 1891 and 1935—and its population grew from 142,000 in 1888 to just under 285,000 in 1951. In the last ten years, its population has been declining because people have been moving out of the city both through the council's housing schemes and to private estates. The 1960 population was a little over 273,000. Economically Leicester is flourishing: its industry is varied and includes engineering and the production of a wide variety of consumer goods as well as the traditional hosiery and footwear manufacture and the many service trades usually associated with an important shopping and commercial centre.

#### LOCAL AUTHORITY VIEWS

##### LEICESTER COUNTY BOROUGH COUNCIL

281. The city council suggested that the city should be enlarged to take in parts of the urban districts of Oadby and Wigston and the rural districts of Barrow upon Soar, Billesdon and Blaby, thus increasing the area by 6,458 acres and the population by about 31,000. Details of the claim are given in Appendix 9 and the boundaries of the area asked for are shown on Map D, which illustrates the expected development in Leicester and its surrounding area.

282. Leicester argued that the city was, at its present size, too small to contain all the people who properly belonged to it. These people had therefore been obliged to move just outside the city to areas which had in consequence lost

their identity as individual villages and had become dormitory suburbs of the city. Most of the residents in these places looked to Leicester for work, for shopping, for business, for entertainment and to some extent for education. As a result of the building which had taken place since 1935 the local government boundaries were now purely arbitrary. Residents on both sides of the boundary were in fact members of one and the same community and it was impossible to justify provision of services to these people by two or more public bodies to differing standards. Braunstone, Glen Parva, Leicester Forest East and Glenfields in Blaby rural district, the parish of Scraptoft in Billesdon rural district and parts of Oadby and Wigston urban districts were now continuations of Leicester's town area and should be included in the county borough.

283. Besides the housing estates provided by private builders, the city council had themselves built houses for more than 8,600 people in the parishes of Scraptoft and Thurnby which were a continuation of a similar estate within the city, and another estate was being developed in the parish of Glen Parva to house over 5,000 people. The council also owned a smaller site in the parish of Glenfields on which they had not yet started to build.

284. Leicester included in their claim some undeveloped land in the parish of Scraptoft because, although this land was not allocated for development in the current county development plan, experience of the city's industrial and commercial expansion over the past few years suggested that more land would be needed for housing in the long term. They also asked that land at Thurcaston (Barrow upon Soar rural district), which was held for sewage disposal purposes but was intended in the main for open space, should be transferred to the city.

#### LEICESTERSHIRE COUNTY COUNCIL

285. Leicestershire County Council opposed the city council's claim and made a counter-claim for the southern tip of Birstall, which had been included in the city in 1935. They denied that the Leicester fringe areas were suburbs of the city with no independent life: their independence was manifested by the vigorous way in which they had made it clear that they wished to remain in the county. Their links with Leicester were such as arose from mere proximity and from the fact that it was the county town. Admittedly many people living in these areas worked in Leicester, but this was part of the journey-to-work pattern of the whole county, and place of work had nothing to do with local government administration. The county council said that the services provided in these areas were at least as good as those provided by the city council and the areas themselves were important as a base for county services in the rural areas beyond. Education in particular would suffer if the city council's claim were granted, as the county council's plans for secondary education depended on carefully worked out catchment areas, which would be disrupted. Moreover, the financial effect of transferring the Leicester fringe areas to the city would be to increase the city rate, the county rate and the district council rates.

286. So far as future development was concerned, the dependence of these areas on the city for employment would be reduced as the county council's Leicester Fringe Area Town Map made provision for a measure of industrial expansion in the town map area. The county council objected to the inclusion

in the city of any open land apart from the land owned by the city council at Thurcaston. The city had had a large increase in area in 1935 and the land added then should be sufficient for its needs; cleared areas in the city could be developed at a higher density than was contemplated, and when the sewage farm at Beaumont Leys was replaced by a modern sewage disposal works at Wanlip a large area of land would be released for housing. The city council had declared that it was a fundamental assumption of their plan that the population of the urbanised area of Leicester should be limited to about 400,000, but they now seemed to be weakening in their intention. In the interest of preserving Leicester and its adjoining areas from yet further growth it was very much better that the planning of the Leicester fringe should be in the hands of the county council, whose policy it was to prevent such further growth.

#### DISTRICT COUNCIL VIEWS

287. These objections were supported in the main by the district councils. Like the county council, Barrow upon Soar Rural District Council thought that the southern tip of Birstall should be returned to them, as development there was continuous with that in the rest of the parish and separated by open land from the nearest development in Leicester. Wigston Urban District Council were prepared to let the city have the land they had acquired in the urban district for public walks and pleasure grounds and for educational purposes, while Blaby Rural District Council suggested three very small adjustments of the boundary to remove minor anomalies. Otherwise both these authorities were agreed with the others in resisting the major part of the city's claim.

288. The city council's proposals aroused great opposition locally, both from local organisations and from individuals. We received 19 petitions, with a total of over 27,000 signatures, from people who opposed the county borough council's proposals, and one petition with 315 signatures from residents in the county borough who wanted their area transferred to Birstall parish.

#### DRAFT PROPOSALS

289. We looked at the various areas claimed by the city council in the light of regulation 11 of the Local Government Commission Regulations. This requires us to consider how far a built-up area is not only a continuation of the town area of the county borough but has also closer and more special links with the town area than those arising from mere proximity; whether planned development of land that is not yet built up is likely to lead to its being a continuation of the town area; whether there would be a balance of advantage in making the change, taking into account the interests not only of the people living in the areas to be included but also of the inhabitants of the county borough; and the effect on local government organisation in the county and county districts affected. After discussion with the local authorities and visiting the areas we came to the provisional conclusion that it would be right to include in the city those built-up parts of the rural districts of Billesdon and Blaby just over the city boundary, to allow some room within the city for future development and to re-unite Birstall in the county. We also thought that a number of smaller adjustments should be made to improve the present boundary. The main effect of our draft proposals was to include the following areas in the city:—

(i) *Billesdon rural district*

the greater part of the parish of Scraftoft and the part of the parish of Thurnby lying north of the railway;

(ii) *Blaby rural district*

the greater part of the parishes of Glen Parva, Braunstone, and Glenfields, and a small part of the parish of Kirby Muxloe;

(iii) *Barrow upon Soar rural district*

land owned by the city council in the parishes of Thurcaston and Anstey (south of Thurcaston village);

and to exclude from the city the area which, before 1935, formed part of the parish of Birstall in Barrow upon Soar rural district.

290. Additional minor changes which we suggested were:—

(i) *Oadby urban district*

the area west of Grange Farm to the north of Stoughton Road and west of Stoughton Drive South to be included in the city;

(ii) *Wigston urban district*

housing on the Shackerdale Farm estate to be transferred to the city and a small area to the east of Saffron Lane to be transferred to the county;

(iii) *Barrow upon Soar rural district*

a small area of land in the city adjoining Anstey village to be transferred to the county.

#### REACTIONS TO THE DRAFT PROPOSALS

291. The city council accepted the transfer of south Birstall to the county, although they asked that 42 acres of land needed for their riverside development scheme and the construction of a flood course should be left in the city. They thought that, in addition to the areas we had suggested for transfer to them, they should have most of the part of Oadby urban district that they had originally asked for, so that their proposed outer ring road should be entirely in the city; in Wigston urban district and Blaby rural district they wanted to include the Lodge Farm area, Glen Parva Barracks and the land between the Wigston/Glen Parva Road and the canal in order to secure a good boundary; and in Billesdon rural district they suggested inclusion of the private housing estate at Thurnby Lodge which could only be reached from the city. They did not agree with the proposed transfer of land at Anstey to the county.

292. The county council thought that the city's housing estates were the only areas which could be regarded as coming within the scope of regulation 11 (see paragraph 289), and considered that only these areas, together with such private housing as could not be easily separated from them, should be transferred to the city. They suggested that it would not be right to give undue weight to the fact that the county borough council owned land in some of the areas adjoining the city, and they denied that the areas it was proposed to transfer to the city housed none but people who had come from there. Each of the places had its own separate identity, and the draft proposals would, if put into effect, be of advantage to neither the city nor the county, but would cause the rates of both to go up. The county council also thought that, of the



land owned by the city at Thurcaston, only that which the city intended to develop should be transferred.

293. Oadby and Wigston urban district councils both opposed the draft proposals. The latter objected to the areas which we proposed for transfer to the city on the grounds that they were not an extension of the town area and that it would be particularly inconvenient for people living on the Shackerdale Farm estate to have to look to the city for services. They pointed out that we had not proposed to transfer to the city the 21 acres east of Welford Road owned by the city council for public walks and pleasure grounds. Oadby thought that the proposals would cause inconvenience and were contrary to the wishes of the inhabitants, and they objected to the inclusion of a green wedge within the county borough.

294. Of the rural district councils, Blaby opposed the draft proposals in their entirety but said that, without prejudice to their rights at any subsequent inquiry held by the Ministry of Housing and Local Government, they were prepared to see the whole of the Eyres Monsell estate at Glen Parva and those parts of the city housing estates which overlapped into Glenfields transferred to the city. Billesdon Rural District Council agreed that the city housing estates should be included in the city, but opposed the inclusion of undeveloped land: they submitted a suggestion which would leave them not only the undeveloped land in the parish of Scraptoft but also the private development round the old village which would, they said, leave a viable rural district with a population of 9,000. Barrow upon Soar Rural District Council accepted that part of the draft proposals affecting their district; they also agreed with Leicester that the 42 acres of land at Birstall needed for the riverside development scheme should be left in the city.

295. Our draft proposals for Leicester evoked more public response than those for any other county borough we have so far dealt with. The Conservative Group on the city council were alone in thinking that we had, on the whole, included too little rather than too much in the city: they thought that under a strict interpretation of regulation 11(a) the whole of Wigston and Oadby urban districts and the parishes of Birstall and Thurcaston in Barrow upon Soar rural district should form part of the city. They could see no difference in links with the city between areas such as Braunstone, which we had included, and Birstall and Thurcaston, which we had not. They did not, however, think that the undeveloped land at Scraptoft ought to be added to the city as there should be enough land available for development at the Beaumont Leys site.

296. The people living in the areas we proposed for transfer to the city felt strongly about the proposals and we received letters from nearly 4,000 of them. Their grounds for objection were, in the main, that rates would be higher, services poorer and representation less. The service over which most concern was expressed was education. The Leicestershire plan for secondary education, which had come into operation in parts of the fringe area, is organised on a different basis from that which obtains in the county borough. Many parents feared that if the areas where they lived were transferred to the city their children would no longer be able to take part in the county's scheme but would have to transfer to schools operated under the city council's system. Access to schools in the city was said to be particularly difficult from the Shackerdale Farm estate in Wigston urban district.

## THE LEICESTER CONFERENCE

297. Our draft proposals were discussed at the conference held in Leicester on 29th and 30th June, 1960. The various authorities emphasised the points they had already made to us in their written comments. The views of the county authorities were supported by the parish councils concerned, the Leicestershire Association of Parish Councils and the county branch of the National Farmers Union. The Conservative Group in the city council maintained the view that the whole of the Leicester fringe should be included in the city. A complete list of the local authorities and other bodies represented at the conference is given in Appendix 6.

298. The county council pointed out that Leicestershire was different from many other counties in that the heaviest concentration of population was round Leicester in the centre of the county; the other towns were all near the boundary. Leicester itself had therefore to be used as a centre for many county services, and the larger the city became the greater was the distance between that centre and the areas served. For example, the headquarters of the ambulance service were in the city, and the present average mileage travelled for each patient was eight miles. If the draft proposals were put into effect this would be increased to 11 miles, without any compensating reduction in the number of ambulances needed. The fringe areas provided bases for services to the rural areas beyond; they also provided the population to support schools and other institutions in the rural areas. If they lost the fringe areas the county council would have a difficult problem in deciding how to deal with what would be left of the rural districts. Nor did the people living in the areas affected want to live in the county borough, where they would certainly have to pay higher rates. The Commission were required by the Local Government Commission Regulations to take into account the balance of advantage of any proposed change, but it did not appear that they had done so. Leicester city was already a convenient and effective unit of administration, and would not be made more so by the proposed changes: the county districts and the county would suffer from them. The questions the Commission should ask themselves were whether the city was not already big enough; whether the proposed areas would benefit from the transfer; and whether the effect of including such large areas in the city would not be to cripple the county.

299. The city council suggested that if it were possible to start afresh and draw an ideal boundary for the city it would include all the urban fringe. The county had built up their administration on the basis that this urban fringe would always remain outside the city, although they must have realised that such a state of affairs was unlikely to continue. The county had accepted that there were closer and more special links between the city and the corporation housing estates but denied that such links existed for the rest of the fringe area. The distinction was illogical. People had not chosen to live outside the city in order to enjoy the benefits of three-tier administration—they had moved to where they could rent or buy the sort of houses they wanted. In so far as choice came into the matter, they had chosen to go to places such as Braunstone that were within easy travelling distance of the city. The rates in the county districts were lower than those in the city largely because of the government grants received by the county, and the present level was wholly contingent on those grants continuing. The city council took the opportunity to clear away mis-

apprehensions that might exist about the education of children in areas transferred to the city: they would not require the transfer of any child already in one of the county's schools but if the parents wanted a child to be transferred to one of the city's secondary schools a place would be made available.

## PROPOSALS FOR LEICESTER

300. As a result of the representations which were made to us we have decided to modify our draft proposals by:—

- (i) leaving in the city the land south-east of Birstall which is wanted for riverside development and a flood course;
- (ii) altering the boundary in the Thurnby area so as to include the whole of the Thurnby Lodge estate in the city;
- (iii) including in the city the land now in Wigston forming part of the Knighton Park open space;
- (iv) leaving the existing Wigston boundary unaltered in the Shackerdale Farm area;
- (v) including in the city the parts of the Eyres Monsell estate open space which lie in Wigston and Glen Parva;
- (vi) extending the proposed city boundary in the south of Glen Parva to include the development south of the canal; and
- (vii) making other minor changes to secure a better boundary.

301. Our final proposals for Leicester county borough are therefore as follows:—

- (i) *Billesdon rural district*  
The greater part of the parish of Scraptoft and part of the parish of Thurnby should be transferred to the city.
- (ii) *Blaby rural district*  
The greater parts of the parishes of Glen Parva, Braunstone, and Glenfields, and that part of the parish of Kirby Muxloe lying east of the proposed motorway should be transferred to the city.
- (iii) *Barrow upon Soar rural district*  
The land owned by the city council in the parishes of Thurmaston and Anstey should be transferred to the city; but the area of the city which before 1935 formed part of the parish of Birstall (other than the land needed for riverside development and a flood-course) and a small area of the city overlooking the village of Anstey should be transferred to the county.
- (iv) *Oadby urban district*  
An area west of Grange Farm should be transferred to the city, together with other small areas on the city side of the proposed ring road.
- (v) *Wigston urban district*  
The land owned by the city for open space should be transferred to the city but a small area in the city adjoining Saffron Lane should be transferred to the county.

(vi) *Boundaries*

The boundaries of the areas to be transferred, together with other minor boundary changes, should be as shown on Map No. 2 and described in the schedule contained in Appendix 11.

REASONS FOR THE PROPOSALS

302. The main built-up areas which we have proposed to include in Leicester are those in Scraptoft, Glen Parva, Braunstone, Glenfields and a part of Leicester Forest East. Map D shows how these and other areas on the fringe of Leicester will be related to the city by 1971 when development in accordance with approved development plans has been carried out. This map, however, does not show the revised development pattern now proposed for the Beaumont Leys area where the city council's present proposal to develop it for housing and open space purposes, details of which have yet to be worked out, constitutes a major amendment to the original development plan.

303. Many of the reasons put forward by the county authorities for opposing Leicester's claims were very similar to the arguments used in the case of other existing and proposed county boroughs in this review area and we include some general remarks on these matters in our final chapter. In the light of regulation 11 the built-up areas we propose to include in Leicester are all continuous on a broad front with development in the city and in our judgment have closer and more special links with the city than arise from mere proximity. The county and district councils agreed that this was true of Leicester's own housing estates but tried to distinguish between these estates and other housing in the fringe areas. In the circumstances of this area we do not see that any such distinction can be drawn. In Scraptoft and Glen Parva, for example, local authority and private housing form part of a single built-up area; the people living in these and other areas which we have proposed to include in Leicester all have broadly similar social and economic links with the city. We concluded that all these areas are in fact suburbs of the city and could most conveniently and effectively be administered as part of Leicester.

304. The general argument under regulation 11 would apply in a large measure to all the Leicester fringe, including the whole of the urban districts of Oadby and Wigston and the parishes of Birstall and Thurmaston, which the city council did not ask for. However we are not limited in our review of an area to what the local authorities have proposed and we gave careful consideration to the case for including these areas in the city. Wigston, although joined to the city by continuous development, has a long history of independent existence as a town and still retains a separate identity. Its links with the city are clearly less than those of Oadby, which is now largely a dormitory suburb of Leicester. Looking at Oadby by itself there was a strong case for including it in the city. But Oadby and Wigston taken together are a valuable base for providing county services, particularly secondary education, to the sparsely populated rural areas south-east of Leicester. We therefore concluded that on the balance of advantage the greater part of both districts should be left in the county.

305. Having decided not to recommend the inclusion of Oadby in Leicester we wanted to keep any loss of population to a minimum. While we sympathised with Leicester's desire to have the whole of their outer ring road within the city, we decided that to put the boundary where the city council suggested

would do too much damage to Oadby. We have therefore proposed only limited adjustments which will secure a more regular and better-defined boundary. Our suggested boundary would place all but one stretch of the ring road within the city and the county council gave an assurance at the conference that they would co-operate with the city council in the construction of the ring road and would give it high priority in their road programme.

306. Birstall and Thurmaston are not at present joined to the city by continuous urban development to the same degree as the other fringe areas. Nevertheless there is a case under regulation 11 for putting them into Leicester, since the open land separating Birstall from the city is land in urban use and the undeveloped land in the city south of Thurmaston is likely to be built on by 1971. We received some evidence from the county council of Birstall's community of interest with the industrial villages of the Soar Valley and of Thurmaston's links with the neighbouring parish of Syston. The two areas also play a part in the county's education and health services for the rural hinterland to the north of Leicester similar to that played by Oadby and Wigston in the south. We were impressed with the evidence of a strong local community of interest between the two parts of Birstall and we accept the unanimous view of the local authorities concerned that the whole Birstall community ought to be in one local authority area. We concluded that the balance of advantage lay in leaving both Birstall and Thurmaston in the county.

307. To the west of the city we have drawn the boundary tightly round the developed areas of Glen Parva, Braunstone and Glenfields so as to exclude undeveloped land. We think, however, that even allowing for development of the Beaumont Leys site, Leicester may need some more land for housing by about 1971 and our proposed boundary in Scraptoft parish makes allowance for this. The county council agreed that if any land was needed for Leicester's future development it could best be spared at this point.

#### EFFECTS OF THE PROPOSALS ON LEICESTERSHIRE

308. As a result of our proposals Leicester would gain about 30,000 in population and in area about 4,100 acres, compared with the 31,500 population<sup>1</sup> and 6,458 acres of their claim. The gain in rateable value would be about £310,000. We have given weight to the county council's need of areas in the Leicester fringe as a base for services in the adjoining rural areas and we consider that the population we have proposed to leave in the county districts would be sufficient for this purpose.

309. The effect of our proposals on the county districts would be negligible in the case of Wigston urban district and Barrow upon Soar rural district. Oadby urban district would lose about 10 per cent of its population and rateable value, but there is land available for development in the urban district and the population is likely to expand in a few years to well beyond its present figure. Blaby rural district, which has a present population of 50,800 would lose about 44 per cent of its population and rateable value. With a population of over 28,000 it would remain strong, compared with rural districts generally, and would still be the second largest rural district in Leicestershire. The district most seriously affected would be Billesdon rural district, which would lose

<sup>1</sup> Leicester's estimate relates to mid-1958; the corresponding mid-1960 figure would be rather higher.

48 per cent of its population and 56 per cent of its rateable value. Most of this population is contained in the two city council housing estates which the county council themselves agree should be included in Leicester. The question whether the rural district as so reduced would still be viable is a matter for the county council, but we see no reason why they should not be able to make satisfactory arrangements as part of the county review.

## **Part 2—Minor Adjustments to the County Boundary**

### **BOUNDARY WITH DERBYSHIRE**

(Map 1, Parts 2 and 4)

310. We have confined our proposals for the boundary between Leicestershire and Derbyshire to the northern section between Castle Donington rural district and South East Derbyshire rural district. We received a number of proposals for altering the southern part of the boundary, some of them minor and agreed, others more substantial and controversial. We are looking further at these and at the whole of the south-western part of Derbyshire, in the course of our review of Derbyshire, which forms part of the York and North Midlands General Review Area.

311. The two county councils, supported by their district councils, put forward suggestions for five minor adjustments of the northern part of the boundary. Three of these were adjustments of the boundary where it used to follow the river Trent but no longer does so because the river has altered its course—these adjustments involved the transfer of small areas of land (*a*) to Derbyshire near Sawley and Shardlow from the parishes of Lockington Hemington and Castle Donington in Castle Donington rural district, and (*b*) to Leicestershire from the parishes of Shardlow and Great Wilne in South East Derbyshire rural district. A fourth suggestion was that the whole of Donington Park, at present partly in Castle Donington parish in Leicestershire and partly in Melbourne parish in Derbyshire, should be brought entirely into Leicestershire in accordance with the wishes of the owner, and the fifth was that the hamlet of Wilson, at present partly in the parish of Melbourne but mainly in the parish of Castle Donington, should be brought entirely into Leicestershire. We made draft proposals embodying these suggestions and have included them in our final proposals.

### **BOUNDARY WITH LINCOLNSHIRE (PARTS OF KESTEVEN)**

312. *The Belvoir Estate and Sedgebrook* (Melton and Belvoir rural district, Leicestershire; West Kesteven rural district, Lincolnshire) (Map 1, Part 1).

Our proposal here, which transfers part of the parish of Woolsthorpe from Lincolnshire to Leicestershire, and a very small part of the parish of Belvoir from Leicestershire to Lincolnshire, puts the whole of the park of the Belvoir Estate into Leicestershire and removes an anomaly where the present boundary passes between buildings at Castle Farm. The suggestion that this part of the county boundary should be altered originated with Melton and Belvoir Rural District Council, who thought that the village of Woolsthorpe should be transferred to Leicestershire and that the rest of the boundary should follow the line of the river Devon. The Lincolnshire authorities did not agree with this suggestion, but Kesteven County Council were prepared to agree to a modified line suggested by the Duke of Rutland's agent and supported by Leicestershire County Council, and this is the line we adopted in our draft proposals, together

with the transfer of a small area of Leicestershire to Lincolnshire (see Appendix 11, p. 134). West Kesteven Rural District Council did not agree with the draft proposal, on the grounds that it still left the Belvoir Estate property in two counties. We have made a final proposal on the same lines as our draft proposal.

313. To the north of Woolsthorpe, at Sedgebrook, we propose the transfer of a small piece of land from Lincolnshire to Leicestershire to bring a road entirely into Leicestershire. This resulted from a suggestion agreed by all the authorities concerned.

314. *The Drift and Sewstern* (Melton and Belvoir rural district, Leicestershire; West Kesteven rural district, Lincolnshire) (Map 1, Part 3).

Part of the boundary between Leicestershire and Lincolnshire runs along the centre of a cross-country track, metalled in some places, known as the Drift. In doing so the boundary cuts through the hamlet of Sewstern so that while the greater part is in the parish of Buckminster in Leicestershire, a small part is in the parish of Gunby and Stainby in Lincolnshire. All the authorities concerned agreed that the boundary should be altered so that the whole width of the northern part of the Drift should be in Lincolnshire, and the whole width of the southern part, with the hamlet of Sewstern, should be in Leicestershire. We made a draft proposal on these lines and now incorporate it in our final proposals.

#### BOUNDARY WITH NORTHAMPTONSHIRE

315. *Market Harborough and East Farndon* (Market Harborough urban district, Leicestershire; Brixworth rural district, Northamptonshire) (Map 1, Part 14).

Market Harborough Urban District Council suggested that part of the parish of East Farndon should be transferred from Northamptonshire to Leicestershire. The proposed alteration would include the whole of a housing estate (the Southern estate) in the urban district; would give them control over a former prisoner-of-war camp where there were planning and public health problems; and would take into account alterations in the course of the river Welland as well as transferring some open fields. The other three authorities concerned—Brixworth Rural District Council and the Leicestershire and Northamptonshire county councils—agreed to such alteration as was necessary to bring the Southern estate and the prisoner-of-war camp into the urban district, and to make the boundary follow the new course of the river, but they thought that to transfer the open fields as suggested by the urban district council would produce only slight improvements in the boundary and would probably result in this good agricultural land being developed. We made a draft proposal on the lines of Market Harborough Urban District Council's suggestion. Both in written representations and at the conference it was again put to us that the undeveloped land ought not to be transferred, but we think that the line we adopted in our draft proposals gives a better boundary than the alternative line suggested and we see no reason why this boundary should prevent the right decisions being taken about future development in this area. Our final proposal is on the same lines as our draft proposal.

#### BOUNDARY WITH NOTTINGHAMSHIRE

316. *Willoughby on the Wolds* (Barrow upon Soar and Melton and Belvoir rural districts, Leicestershire; Basford rural district, Nottinghamshire) (Map 1, Part 5).

The southern part of the parish of Willoughby on the Wolds in Basford rural district forms a long triangle projecting into Leicestershire between the rural districts of Barrow upon Soar and Melton and Belvoir, the boundary with the latter being the Fosse Way (A.46) and the apex of the triangle being at the Six Hills roundabout where the boundary cuts through the roundabout itself and neighbouring buildings. Should the Fosse Way be converted to a dual carriageway, which we understand is the intention, one half of the road would be in Nottinghamshire and the other in Leicestershire. The two county and four county district councils concerned submitted an agreed suggestion that the southern part of the parish of Willoughby on the Wolds should be transferred to Leicestershire and a small area of the parish of Broughton and Old Dalby should be transferred from Leicestershire to Nottinghamshire, and this suggestion is incorporated in our final proposals.

#### BOUNDARY WITH WARWICKSHIRE

317. Our proposals for adjusting the boundary with Warwickshire at No Man's Heath and Stretton House are dealt with in our report on the West Midlands General Review Area (Report No. 2, page 38).



## CHAPTER VI. NORTHAMPTONSHIRE

### Introduction

318. Northamptonshire is centrally placed in the East Midlands General Review Area, and has common boundaries with Oxfordshire and Buckinghamshire outside the review area, and with Warwickshire in the West Midlands General Review Area. There is only one county borough—Northampton—within the geographical county.

319. We received several suggestions for varying the county boundaries: these are referred to in Part 2 of this chapter.

320. The administrative county of Northamptonshire would, as affected by our proposals, have a population of 280,000 and a rateable value of £3,320,000. We are satisfied that at this size it should continue to be a convenient and effective unit of administration.

### Part 1—Northampton County Borough

#### DESCRIPTION

321. Northampton is the county town of Northamptonshire and the only county borough within the geographical county. Its present population is 101,000, its area 6,200 acres and its rateable value just under £1.6 million. It is one of the original county boroughs created by the Local Government Act, 1888, when the population was about 60,000. Since then Northampton has had three boundary extensions—in 1900 when 25,000 people were added to the population, in 1912, and in 1932 when a further 4,200 people were added. The population has fallen since 1951 when it was just under 105,000, but there has been an increase in the population of the areas immediately outside the county borough.

322. Northampton houses the offices of the county council, the county borough council and the Northampton rural district council. Boot and shoe making, the industry traditionally associated with Northampton, is still the staple industry but other industries have developed in recent years, including engineering, printing and brewing. As a shopping, entertainment and marketing centre for a wide area Northampton also has a great variety of distributive and service trades.

#### SUGGESTIONS FROM THE LOCAL AUTHORITIES

323. The county borough council proposed that Northampton should be enlarged by the inclusion of parts of the surrounding rural districts. Their suggested boundary is shown on Map E and details of their claim, which would add some 13,000 people and over 8,000 acres to the town, are given in Appendix 10. The purpose of the claim was said to be threefold: to take into the county borough the urbanised areas just over the existing boundary which, in the opinion of the county borough council, had become part of the town; to provide land for industry and houses; and to secure a good boundary, to which

end the inclusion of a certain amount of land neither developed nor intended for development was proposed. The claim can conveniently be considered under these three heads.

#### THE DEVELOPED AREAS

324. Northampton asked for the built-up parts of the parishes of Weston Favell, Duston and Hardingstone in Northampton rural district and the Whitehills and Boughton areas of the parish of Boughton, with the Buttocks Booth area of the parish of Moulton, in Brixworth rural district.

325. The county borough council argued that, because there was little land available within the county borough for housing or industry, industrialists and private estate developers had had to look for sites beyond the present boundaries and had built in the parishes immediately outside the town. The result was that what had once been villages had become suburbs. The existing local authority boundaries had become meaningless and gave rise to difficulties over services and to duplication of effort—there were, for example, streets where the county borough council's vehicles collected refuse from the houses on one side and those of a rural district council from the houses on the other side. They said that a county borough council was better adapted for the provision of services in what had become urban areas than was a rural district council; Northampton could provide better second-tier services than the district councils and more convenient top-tier services than the county council. At present people living on the edge of the town in Brixworth rural district had to make the inconvenient journey to Brixworth if they wanted to visit their local council offices: they would find Northampton much more convenient.

326. Northampton also pointed out that, because of the shortage of houses in the county borough, an increasing number of councillors had of recent years gone to live in the new residential areas just outside. Unless boundaries were extended, their services would be lost to the county borough when their present term of office expired.

327. The county borough council's claim to these areas was opposed by the county council and the two rural district councils. The county council admitted that at certain points the claimed areas were "physically indistinguishable" from the built-up areas of the county borough, but they argued that most of them had an equal physical affinity with the country villages round which they were grouped, and they considered that there was little if any physical connexion between the county borough and the villages of Hardingstone, Duston, and Boughton. If private builders had looked for sites outside the county borough it was because of the attitude the county borough council had adopted to private development in the days of building licences. All the claimed areas were independent social and administrative entities with a life of their own.

328. Both the county and the county district councils denied that the county borough council could provide better or more convenient services: so far from benefiting from any change the people in the claimed areas would, if the claim were admitted, pay more rates and have less representation. The county council were prepared to admit that Northampton was a more convenient centre than Brixworth for the people living on the northern outskirts, but they said that the average person rarely wanted to visit his local council offices except to pay his

rates in cash, and there were arrangements for Brixworth ratepayers to do this at the county offices in Northampton if they wanted to.

329. Northampton's suggestions evoked much protest from people living in the areas which they sought to incorporate in the county borough. We received petitions from the parish councils of Duston, Hardingstone and Moulton and from the Old Boughton Village Committee. The claim was however supported by the Northampton Chamber of Trade.

#### LAND INTENDED FOR DEVELOPMENT

330. Northampton argued that because of the shortage of land, which had driven industry and housing to the parishes on the outskirts of the county borough, it would be desirable to include within the boundaries a certain amount of land which could be developed for these purposes. It was intended that some small areas at Duston, Boughton and Weston Favell should be used for housing, schools and other local authority purposes but the chief area that the county borough wanted for development was at Hardingstone, where the council owned a large amount of land (the Delapre estate), part of which was to be kept as public open space.

331. Neither the county council nor the district councils accepted the county borough council's contention that there was a shortage of land for development within the county borough. The county council pointed out that Northampton's own development plan assumed that a population of 108,000 could be accommodated within the existing boundaries and also made provision for land for industry: they thought it doubtful, however, in view of current government policy, whether new industry would be coming to either Northampton itself or the areas on the outskirts.

#### LAND TO REMAIN UNDEVELOPED

332. In their submission Northampton described the shape of the county borough as roughly circular with two large "bites" taken out to the south east (Hardingstone) and the south west (Hardingstone detached). The boundary they suggested was designed to provide a more symmetrical shape, containing all the urban development, so far as possible, within the watersheds of the two branches of the river Nene at whose confluence Northampton stands: where it was not possible to follow the line of the watershed they chose parish boundaries and natural features for the new boundary. The suggested boundary would bring into the town a large amount of land that was not developed and which was not intended for development, including the detached part of Hardingstone, which apart from one engineering works is agricultural, most of the parish of Upton (including the considerable rateable value of the hospital there) and the open parts of the parishes of Moulton and Boughton. The county council did not accept the argument about the shape of the county borough and were opposed to any undeveloped land being included.

#### OUR DRAFT PROPOSALS

333. We looked at the various areas claimed by Northampton in the light of regulation 11 of the Local Government Commission Regulations. This requires us to consider how far a built-up area is not only a continuation of the town area of the county borough but has also closer and more special links with the

town area than those arising from mere proximity; whether planned development of land that is not yet built up is likely to lead to its being a continuation of the town area; whether there would be a balance of advantage in making the change, taking into account the interests not only of people living in the areas to be included but also of the inhabitants of the county borough; and the effect on local government organisation in the county and county districts affected. After discussion with the local authorities and visiting the areas we came to the provisional conclusion that it would be right to include within the county borough those built-up parts of the rural districts just over the county borough boundary. The main effect of our draft proposals was to include the following developed areas in Northampton:—

(i) *Northampton rural district*

Most of the parishes of Weston Favell and Duston;

(ii) *Brixworth rural district*

The Whitehills area of the parish of Boughton and the Buttocks Booth area of the parish of Moulton.

We proposed some detailed boundary alterations in order to provide a more convenient and satisfactory boundary. The most substantial of these changes was the inclusion in the county borough of the north-western part of the parish of Hardingstone, containing industrial development adjacent to the present boundary and also that part of the Delapre estate which is public open space, in order to round off the southern boundary of the town. The village of Hardingstone itself and the rest of the Delapre estate (which Northampton wanted for development) and most of the detached part of Hardingstone parish were excluded. The suggested northern boundary would have included some land suitable for development in the area between Duston and Boughton.

#### REACTIONS TO THE DRAFT PROPOSALS

##### *The developed areas*

334. Northampton County Borough Council had no comments on our draft proposals for the developed areas, other than detailed suggestions for improving the boundaries, but neither the county council nor the county district councils found them acceptable. Both in their written representations and at the conference at Northampton on 24th May, 1960, they denied that these areas had any of the closer and more special links which were needed to justify their inclusion in Northampton. They stressed that most of the people living in the areas concerned did not want to become citizens of the county borough, and they felt that we had given insufficient weight to the wishes of the inhabitants. They also suggested that in deciding which areas should be transferred to the county borough we had been actuated by a desire to give Northampton as much rateable value as possible.

335. Many of the parish councils and other bodies who had made representations to us about Northampton's original suggestions wrote to protest against our draft proposals and some of the organisations were represented at the Northampton conference, when they spoke in support of the wish of the people living in these areas to remain with the rural districts and to take part in village life. A list of the local authorities and other bodies represented at the conference is given in Appendix 6.

336. In Boughton parish, where there is already some ribbon development between the Whitehills area and the village of Boughton, the local authorities and the parish council thought we had in any case drawn the boundary too far out. If Whitehills had to go into Northampton the county borough boundary ought to be kept as far away from Boughton as possible.

#### *Undeveloped land*

337. The county borough council were disappointed that we had decided to exclude almost all the land they wanted for development at Hardingstone and particularly the agricultural land forming part of the Delapre estate which they had bought with development in mind. They were, however, satisfied that, if the best possible use were made of the undeveloped land we had proposed for inclusion, the need for building land within the county borough for the next 10 to 15 years could be met.

338. The county and county district councils remained unconvinced that the county borough council had any need of land for future development and the county council gave us detailed calculations in support of their arguments. Nevertheless, they and the county district councils were prepared to suggest an alternative boundary which, while excluding the built-up areas of the parishes of Weston Favell, Duston, Boughton and Moulton, would improve the unsatisfactory boundary to the south of the town and give Northampton a large area of land suitable for development in the north-west between Duston and Boughton. In the parish of Hardingstone their boundary would follow the line of the proposed southern ring road, thus including within the county borough most of the agricultural land on the Delapre estate as well as the public open space.

### PROPOSALS FOR NORTHAMPTON

339. Our final proposals for Northampton county borough are in substance the same as our draft proposals, except that in Boughton parish we have gone some way to meet the objections to this part of our draft proposals by drawing the boundary more tightly round the development at Whitehills; the new boundary would cut through the existing ribbon development at the nearest practicable point to Northampton and would exclude some land which, on development, would be linked more closely to the rural village of Boughton than to the town. It would also follow the watershed between the areas draining to the county borough and towards Boughton. We therefore propose:

- (i) that the following parts of the administrative county of Northampton should be transferred to Northampton county borough:—

(a) *Northampton rural district*

Most of the parishes of Weston Favell and Duston and the north-western part of the parish of Hardingstone, with most of the detached part of the parish, and, to provide a good boundary, a very small part of the parishes of Great Houghton and Upton.

(b) *Brixworth rural district*

Parts of the parishes of Boughton and Moulton, covering the built-up areas of Whitehills and Buttocks Booth and undeveloped land needed to provide a good boundary; and

- (ii) that the boundaries of Northampton should be as shown on Map No. 3 and further defined in Appendix 11.

#### REASONS FOR THE PROPOSALS

340. Map E shows how the built-up areas of Whitehills, Buttocks Booth, Weston Favell and Duston, which we propose to include in the county borough, will be related to Northampton by 1971 when development in accordance with approved planning proposals has been carried out.

341. We deal in Chapter VII with some general considerations which we think are relevant to the question whether a built-up area on the edge of a county borough is a separate community with a life of its own or part of the true area of the town—in other words, whether it is a village or a suburb. Looking at Whitehills, Buttocks Booth, Weston Favell and Duston in the light of regulation 11 we had no doubt that they are suburbs of Northampton and ought to be included within the county borough; there is (or will soon be) continuous development on a broad front over the existing boundary and even at Weston Favell and at Duston where the original villages survive they have been very largely engulfed by typical suburban housing. On the other hand just beyond this suburban ring there are places like Boughton, Moulton and Hardingstone, which inevitably have some links with Northampton for employment, shopping and other purposes but which are physically separate and retain their character as villages. We have tried to leave as much open land as possible between our suggested boundary and these villages so that they can remain separate.

342. Elsewhere we have not felt it necessary to draw a tight boundary round Northampton. There are no green belt proposals for the area round the town and the county council themselves, after our draft proposals were published, accepted that there was a case for improving the shape of the town in the south. They were also prepared to allow some land for development in the north-west between Duston and Whitehills. Our boundary in this area goes a little further out than the county council's suggestion in order to follow well-defined physical features and field boundaries, whereas the county council's suggested line would be in part undefined on the ground. In the parish of Hardingstone, where they suggested that the proposed southern ring-road should be the boundary, the county council were prepared to go further than our draft proposals in the amount of land that would be included in Northampton. We have not adopted the county council's suggestion, as it did not seem to us, on the evidence available, that there was sufficient certainty either about the line of the road or about the date at which it might be built; our line also has the advantage of keeping the Northampton boundary clear of the village of Hardingstone.

#### EFFECTS OF OUR PROPOSALS

343. Our proposals would add over 10,000 people and nearly 4,000 acres to the county borough, compared with the 13,300<sup>1</sup> population and 8,100 acres they asked for. The effect on Brixworth rural district would be to reduce the population by about 15 per cent and the rateable value by about 13 per cent. Northampton rural district would lose about 35 per cent of their population and 46 per cent of their rateable value. But they would still be left with a population of over 17,000 and the county council did not argue that so to

<sup>1</sup> Northampton's estimate relates to mid-1958; the corresponding mid-1960 figure would be rather higher.

reduce the rural district would present them with any serious difficulties. We are satisfied that the balance of advantage lies in bringing the suburban areas round Northampton into the county borough.

## **Part 2—Minor adjustments to the County Boundary**

344. The changes we propose for the northern boundary of Northamptonshire are described in Chapter III; changes proposed for the boundary with Bedfordshire are described in Chapter IV and those for the boundary with the existing county of Leicestershire in Chapter V.

345. We also received suggestions for altering the boundary with Oxfordshire, but we decided to defer dealing with this boundary until we review Oxfordshire.

## CHAPTER VII. GENERAL: COUNTY BOROUGH EXTENSIONS

346. All the county and county district councils affected by claims for county borough extension, with the exception of Bedfordshire County Council, opposed them with arguments which were similar to those used by authorities in the West Midlands General Review Area. In the paragraphs which follow we reproduce from our report on that area some general remarks on the views which were put to us.

### POPULATION CHANGES

347. The attitude of the counties and county districts to county borough extensions is understandably defensive. While we may have some sympathy with these feelings, we think a more balanced view is to be gained by studying population trends in recent years.

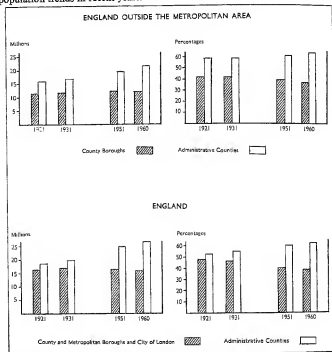


Figure 4. The changing Division of Population between Administrative Counties and Other Local Government Areas.



348. In 1921 almost 42 per cent of the population of England outside Greater London lived in county boroughs, and just over 58 per cent in administrative counties. (The figures were 11,500,000 and 16,100,000 respectively). Since then the number of people living in the county boroughs has increased by one million and in recent years has been virtually static at about 12,500,000. On the other hand by the middle of 1960 the population of the counties had increased by nearly six millions and this marked upward trend still continues. This means that of the total increase in population between 1921 and 1960, only 15 per cent went to the county boroughs while 85 per cent went to the counties, despite the fact that during that time successive boundary extensions added over 240,000 acres and over 400,000 population to the county boroughs.

349. Moreover, while the population of the counties and county boroughs grew at about the same rate between 1921 and 1931, the population of the counties grew six times as fast as that of county boroughs between 1931 and 1951, and since 1951 the whole of the country's net population growth has gone to the counties. The result is that the county boroughs today have only a little over 36 per cent of the country's population and the counties have almost 64 per cent and since the county boroughs as a whole have ceased to grow, their share of the total population is now steadily decreasing.

*The Division of Population between Administrative Counties  
and County Boroughs*

ESTIMATED POPULATION OF ENGLAND

Year	County Boroughs, Met. Boroughs and City of London		Administrative Counties		England	
	Numbers	%	Numbers	%	Numbers	%
1921 ..	16,700,000	47·3	18,500,000	52·7	35,200,000	100
1931 ..	17,200,000	45·9	20,200,000	54·1	37,400,000	100
1951 ..	16,400,000	39·9	24,800,000	60·1	41,200,000	100
1960 ..	16,200,000	37·6	26,900,000	62·4	43,100,000	100

ESTIMATED POPULATION OF ENGLAND OUTSIDE THE METROPOLITAN AREA

Year	County Boroughs		Administrative Counties		England—Less Greater London	
	Numbers	%	Numbers	%	Numbers	%
1921 ..	11,500,000	41·7	16,100,000	58·3	27,600,000	100
1931 ..	12,100,000	41·8	16,800,000	58·2	28,900,000	100
1951 ..	12,500,000	38·7	19,900,000	61·3	32,400,000	100
1960 ..	12,300,000	36·3	21,900,000	63·7	34,400,000	100

Sources: 1921—Registrar General's Statistical Review—Mid-Year Adjusted Population.  
 1931—Census 1931—General Tables—Estimated Resident Population Mid-Year.  
 1951—Registrar General's Statistical Review—Mid-Year Estimated Home Population.  
 1960—Registrar General's Annual Estimates of Population—Mid-Year.

350. The populations of the administrative counties and county boroughs at selected dates since 1921 are set out in the table on page 95 and illustrated in figure 4 (p. 94). In case it should be said that these population trends, being restricted to England outside the metropolitan area, are not truly representative of the position in the country as a whole, the table and figure 4 also show the comparable trends for the whole of England, where the swing of the population balance in favour of the administrative counties is seen to be even more pronounced.

351. In some of the older industrial centres, where the local economy is static or declining, the reason why the county boroughs have fallen behind the rest of the country in population growth is that people have moved right out of the area to other more prosperous parts of the country. But from most county boroughs there has been a significant population movement to the areas immediately outside them. In so far as this reflects either the progress which is being made in decongestion and redevelopment in the older urban areas or the natural growth of an expanding local economy, such movement of population is to be welcomed; but the result has been in many cases to obliterate existing boundaries and to produce large areas of suburban housing in the adjacent county districts which are physically indistinguishable from the county borough, and often unrelated to development in the rest of the county district.

352. We refer to these statistics not because we think there is any magic in them or that there is any theoretically right proportion at which we ought to aim but in order to show the nature and scope of the problem. We do not find it helpful to explain such large movements of population in terms of the personal feelings of the people concerned towards the local authorities in the area. It may be, as some county authorities have asserted, that some people have deliberately chosen county and rural district administration in preference to county borough administration, but without in any way wishing to minimise the importance of local government we do not think this is true of the majority. Most people have gone to where they can get a house and garden, building being usually easier and cheaper on the outskirts of a town than it is nearer the centre; development has therefore spread outwards up to and over the county borough boundary wherever suitable land was available. The fact that some people find themselves on the rural district side of the boundary is in the first place rarely a matter of conscious choice. They may object to any change of local authority once they are there, but that is another question and one we shall deal with later.

#### PLANNING

353. We have not concerned ourselves with the question whether this development on the fringe of county boroughs was good or bad planning. Much of it took place or received planning approval before there were effective planning and compensation powers which could have prevented it and we see no point in recriminations about the past. Powers which are now available should make it possible in future to limit the spread of large towns, where that is thought to be desirable, and to ensure that development takes place only where the planning authorities want it. Our task as we have conceived it is to look at the situation as it is today and to provide sensible boundaries in the light of the regulations.

354. A case could no doubt have been made, given a different approach, for taking the boundaries of county boroughs much further out than we have done for any of the county boroughs in our first two areas of general review; including in the town all the areas of existing suburban and satellite development and enough open land to provide for all future development needs. Our approach, however, is governed by the regulations and they do not lead to such a conclusion. Regulation 11 requires us in dealing with areas of existing development to consider first whether the areas in question are so built up as to be substantially a continuation of the town. This is a matter of fact and does not leave much room for dispute except to distinguish between ribbon development and development in depth. There may also at times be a question whether open land within the developed area on either side of the boundary constitutes a genuine break in development or is land used for some essentially urban purpose. Our decision on such points has been reached in each case after inspection of the area and discussions with the authorities.

355. If we are satisfied that there is continuous development we then have to consider whether the area has closer and more special links with the town than necessarily arise from mere proximity, and finally whether there would be a balance of advantage in including the area in the county borough. The consideration we can give to future land needs is limited. We can under regulation 7 have regard to expected development, but it is not for us to settle future planning policy. Regulation 11 requires us when dealing with areas that are not already built up to direct our attention primarily to such development as may be provided for in existing development plans or in planning permissions already granted.

356. The effect of the regulations is therefore to exclude altogether some lines of approach to the problems before us, and they result, when applied to particular cases, in limited adjustments to county borough boundaries. Needless to say they do not provide a set of ready-made answers to the problems of county borough extension. They must be applied in the light of the individual circumstances. Nevertheless there were some points common to all the county borough areas; and among the questions which gave particular difficulty were those relating to the quality of services, special links, balance of advantage, wishes of the inhabitants and finance.

#### SERVICES

357. We have had many arguments put to us by county authorities about the quality of the services they can provide and by both county and county borough authorities on the relative merits of the one-tier and two-tier systems of local government. We think that such arguments are largely beside the point. Each system has its proper place in the local government structure and all the local authority associations have agreed that the one-tier system is appropriate for large towns<sup>1</sup>. The question we have to decide, looking at the town and its suburbs in the light of the regulations, is what should be the future area of the town.

<sup>1</sup> Their agreement is recorded in the Appendix to the White Paper on Areas and Status of Local Authorities in England and Wales, Cmd. 9831.

358. It has proved difficult to get agreement on what constitute special links between one area and another. Some of the points which have been put to us are the journey-to-work pattern; the use of a town centre for shopping, entertainment and professional services; the provision of sewerage, water supply or other local government services by one authority for another; the building of council houses by one authority in another's area and voluntary migration from the town to privately built houses in the areas around; as well as a variety of arguments based on history, tradition and social habits.

359. This is not an exhaustive list, nor is it arranged in any order of importance. They are all points which have been seriously put to us by local authorities we have met—and all of them have been denied with equal seriousness by one authority or another. Some authorities have managed to deny them when resisting claims of other local authorities and to affirm them when putting forward proposals on their own account. It has been said that many of the points do no more than describe the kind of attraction which any big town has for a wide area around extending well into the true countryside; and that the logic of accepting such points would be to put Brighton into London and half the West Midlands into Birmingham. This however ignores the fact that the governing consideration under the regulations is continuity of development; there must be continuous development over the boundary, or the prospect of it, before the special links come into the picture at all. We think that all the points we have mentioned may be valid in certain circumstances but there is no one factor which is overriding or which applies in every case. It appears also that a borough or urban district alongside the county borough may have a life of its own in spite of physical continuity in a way that is not possible in the case of suburban development in a rural district.

## VILLAGE LIFE

360. We have often been told that people on the fringe of the county boroughs live in villages and prefer a village way of life to town life. It seemed to us however that this argument lost much of its force by indiscriminate use; and to describe large areas of typical suburban housing estates as "villages" was inapt even if in some cases there had at one time been a genuine village. Most of the evidence which was put before us to show that such areas had a life of their own independent of the town seemed to be concerned with just the kind of local community interest which could continue without diminution if the area became part of the larger local government unit: it was not dependent on local government organisation.

## BALANCE OF ADVANTAGE

361. The regulations contemplate that an area may be physically a continuation of the town and have special links with it, and yet be so important to the county that on balance of advantage it ought not to be taken into the county borough. For example the county may sometimes need the proposed areas as a base from which to organise services for a wider area and we have found this to be relevant in some of the areas under review. But in general the balance of advantage is a matter which can only be decided in the circumstances of each

local area and we have no other general remarks to make on it, except so far as it links up with the question of the wishes of the inhabitants. This is one of nine factors we are required to take into account under regulation 7. Many of the parish and district councils wanted to make the wishes of their inhabitants the sole test of whether or not there should be any extension of a county borough. To accept this would in many cases be to veto all change. We have had to take into account all the relevant factors, including the wishes of the county boroughs as well as the districts. Whatever our decision some people are bound to feel that their wishes have been ignored; but in many cases, to have made no proposal at all would have been to ignore the wishes of an even greater number.

#### FINANCE

362. An important consideration in the minds of ratepayers in the rural districts was the financial effect of inclusion in a county borough, since the level of rates in rural districts is generally lower than in the towns. Some of those who spoke for the rural districts have suggested that this proves the superiority of rural district over county borough administration. We have not been able to accept that any such general inference can be drawn from the figures as they stand. The differences in rate burden seem to us rather to reflect differences in the problems facing county borough and rural authorities and in the existing basis of the Exchequer's contribution to local finances. So far as our work is concerned the incidence of the rate burden, while it is one of the matters to be taken into account, must be regarded rather as a consequence of boundary adjustment than as a deciding factor.

#### EFFECT OF PROPOSALS FOR EAST MIDLANDS

363. In the East Midlands General Review Area our proposals for extending the boundaries of Leicester and Northampton would add a population of about 45,000 to the county boroughs, which represents an increase of 12 per cent. The proposals for Luton would add about another 130,000 to the county borough population. The effect of our proposals over the review area as a whole would be to reduce the proportion of people living in the administrative counties from 80 per cent to 71 per cent. The proportion of people living in county boroughs would be 29 per cent compared with the national proportion in 1960 of just over 36 per cent.

## SUMMARY OF PROPOSALS

364. For convenience we summarise here our main proposals:—

- (i) The administrative counties of Leicester and Rutland to be amalgamated.
- (ii) The administrative counties of Huntingdon and the Soke of Peterborough to be amalgamated.
- (iii) The administrative counties of Cambridge and the Isle of Ely to be amalgamated.
- (iv) Luton to be made a county borough and to be given boundary extensions as set out in paragraph 244 of Chapter IV (Part 1).
- (v) The county boroughs of Leicester and Northampton to be given boundary extensions as set out in paragraph 301 of Chapter V (Part 1) and paragraph 339 of Chapter VI.
- (vi) The county boundaries of the new administrative counties of Leicester and Rutland, Huntingdon and Peterborough, and Cambridgeshire, and of the counties of Bedfordshire and Northamptonshire to be drawn as described in Chapter III, Chapter IV (Parts 2 and 3) and Chapter V (Part 2).
- (vii) The boundaries of the counties and county boroughs in the review area to be as shown on the 2½ inch definitive maps and further defined in Appendix 11.

# Appendix 1

(General Introduction, para. 1)

## Local Government Areas

### Area, Population and Rateable Value in 1960 of Existing Administrative Counties and County Boroughs

	Area (Acres)	Population	Rateable Value
<i>Administrative Counties</i>			£
Bedfordshire .. .. .	302,941	360,130	5,243,295
Cambridgeshire .. .. .	315,168	186,260	2,729,592
Isle of Ely .. .. .	239,950	89,320	975,188
Huntingdonshire .. .. .	233,985	82,360	946,598
Leicestershire .. .. .	515,398	398,320	4,660,472
Northamptonshire .. .. .	578,947	292,690	3,527,942
Soke of Peterborough .. .. .	53,464	70,040	1,023,615
Rutland .. .. .	97,273	25,020	272,053
<i>County Boroughs</i>			
Leicester .. .. .	16,987	273,370	4,757,192
Northampton .. .. .	6,201	101,180	1,586,772

### Estimated Area, Population and Rateable Value in 1960 of Local Government Areas as Proposed

Proposed Authority	Area (Acres)	Population	Rateable Value
<i>Administrative Counties</i>			£
Bedfordshire .. .. .	286,500	230,000	4,185,000
Cambridgeshire .. .. .	526,800	280,000	3,770,000
Huntingdon and Peterborough .. .. .	323,500	155,000	2,010,000
Leicester and Rutland .. .. .	609,200	390,000	4,625,000
Northamptonshire .. .. .	569,100	280,000	3,320,000
<i>County Boroughs</i>			
Leicester .. .. .	21,200	305,000	5,065,000
Luton .. .. .	10,600	130,000	1,075,000
Northampton .. .. .	10,200	115,000	1,785,000

#### NOTES:

1. The figures in this table are only approximations, but are of sufficient accuracy to demonstrate the relative sizes of these authorities. Estimated areas have been rounded to the nearest 100 acres, populations to the nearest 5,000 persons and rateable values to the nearest £5,000. It is not claimed, however, that the figures are necessarily accurate within these margins.

2. Population figures have been derived from the Registrar General's published estimates for the existing local authorities for mid-1960. Figures of rateable value are derived from Inland Revenue returns in respect of existing local authorities for April, 1960. For both sets of figures we have had to make the best estimates we can (without being able to consult the local authorities) of the amounts involved where part only of an existing local government area is being included in a proposed area.

## Appendix 2

(Footnote to para. 22 of Ch. 1.)

### *Population and Financial Resources of the Forty-nine English Counties* (Median Values in Bold Type)

#### **I. Population, Mid-1960**

<i>County</i>	<i>Population</i>	<i>County</i>	<i>Population</i>
1 London .. ..	3,194,480	26 Norfolk .. ..	392,620
2 Middlesex .. ..	2,252,420	27 Berkshire .. ..	377,020
3 Lancaster .. ..	2,182,950	28 Sussex, East .. ..	365,300
4 Essex .. ..	1,842,500	29 Bedford .. ..	360,130
5 Kent .. ..	1,654,560	30 Cornwall .. ..	338,930
6 York, West Riding	1,651,960	31 Lincoln, Parts of Lindsey .. ..	325,870
7 Surrey .. ..	1,461,180	32 Dorset .. ..	311,290
8 Stafford .. ..	970,800	33 Salop .. ..	302,180
9 Durham .. ..	950,870	34 Northampton .. ..	292,690
10 Chester .. ..	899,580	35 Suffolk, East .. ..	228,880
11 Hertford .. ..	806,040	36 York, East Riding	224,470
12 Hampshire .. ..	765,130	37 Cumberland .. ..	219,160
13 Derby .. ..	741,310	38 Oxford .. ..	201,630
14 Warwick .. ..	591,410	39 Cambridge .. ..	186,260
15 Nottingham .. ..	583,730	40 Lincoln, Parts of Kesteven .. ..	135,210
16 Devon .. ..	526,640	41 Suffolk, West .. ..	131,540
17 Somerset .. ..	507,270	42 Hereford .. ..	129,820
18 Northumberland	482,480	43 Lincoln, Parts of Holland .. ..	103,460
19 Gloucester .. ..	481,730	44 Isle of Wight .. ..	92,990
20 Buckingham .. ..	469,210	45 Isle of Ely .. ..	89,320
21 Worcester .. ..	436,530	46 Huntingdon .. ..	82,360
22 Wiltshire .. ..	417,970	47 Soke of Peter- borough .. ..	70,040
23 Leicester .. ..	398,320	48 Westmorland .. ..	66,620
24 York, North Riding	398,070	49 Rutland .. ..	25,020
<b>25 Sussex, West .. ..</b>	<b>397,240</b>		

Source:—The Registrar General's Annual Estimate of the Population of England and Wales and of Local Authority Areas, 1960 (H.M.S.O., 1960)



## II. Rateable Value (1960)

<i>County</i>	<i>Rateable Value £</i>	<i>County</i>	<i>Rateable Value £</i>
1 London .. ..	107,244,228	26 York, North Riding	5,141,543
2 Middlesex .. ..	44,971,102	27 Wiltshire .. ..	5,070,591
3 Surrey .. ..	27,539,425	28 Leicester .. ..	4,660,472
4 Essex .. ..	26,207,972	29 Lincoln, Parts of Lindsey .. ..	4,579,872
5 Lancaster .. ..	25,703,547	30 Dorset .. ..	4,043,967
6 Kent .. ..	25,420,672	31 Cornwall .. ..	3,729,034
7 York, West Riding	16,318,410	32 Norfolk .. ..	3,565,411
8 Hertford .. ..	12,867,519	33 Northampton ..	3,527,942
9 Chester .. ..	12,077,170	34 Salop .. ..	3,310,638
10 Hampshire .. ..	10,775,232	35 Cambridge .. ..	2,729,592
11 Stafford .. ..	10,687,545	36 York, East Riding	2,629,584
12 Durham .. ..	9,936,653	37 Suffolk, East ..	2,471,052
13 Warwick .. ..	8,243,085	38 Oxford .. ..	2,321,339
14 Derby .. ..	8,237,050	39 Cumberland .. ..	2,277,699
15 Sussex, West ..	7,717,522	40 Isle of Wight ..	1,485,221
16 Buckingham ..	7,619,586	41 Lincoln, Parts of Kesteven .. ..	1,391,790
17 Devon .. ..	7,202,690	42 Hereford .. ..	1,299,680
18 Nottingham ..	6,898,797	43 Suffolk, West ..	1,252,030
19 Sussex, East ..	6,340,498	44 Soke of Peter- borough .. ..	1,023,615
20 Somerset .. ..	6,206,981	45 Isle of Ely .. ..	975,188
21 Gloucester .. ..	6,092,522	46 Lincoln, Parts of Holland .. ..	973,320
22 Worcester .. ..	5,350,401	47 Huntingdon .. ..	946,598
23 Bedford .. ..	5,243,295	48 Westmorland ..	822,001
24 Northumberland	5,228,787	49 Rutland .. ..	272,053
25 Berkshire .. ..	5,146,461		

Source:—Rates and Rateable Values in England and Wales, 1960–1961,  
Ministry of Housing and Local Government (H.M.S.O., 1961).

### III. Rateable Value per Head of Population (1960)

<i>County</i>	<i>R.V. per Head £</i>	<i>County</i>	<i>R.V. per Head £</i>
1 London .. ..	33·6	26 Northampton ..	12·1
2 Middlesex .. ..	20·0	27 Wiltshire .. ..	12·1
3 Sussex, West ..	19·4	28 Nottingham ..	11·8
4 Surrey .. ..	18·8	29 Lancaster .. ..	11·8
5 Sussex, East ..	17·4	30 York, East Riding	11·7
6 Buckingham ..	16·2	31 Leicester .. ..	11·7
7 Isle of Wight ..	16·0	32 Oxford .. ..	11·5
8 Hertford .. ..	16·0	33 Huntingdon .. ..	11·5
9 Kent .. ..	15·4	34 Derby .. ..	11·1
10 Cambridge .. ..	14·7	35 Stafford .. ..	11·0
11 Soke of Peter- borough .. ..	14·6	36 Cornwall .. ..	11·0
12 Bedford .. ..	14·6	37 Salop .. ..	11·0
13 Essex .. ..	14·2	38 Isle of Ely .. ..	10·9
14 Hampshire ..	14·1	39 Rutland .. ..	10·9
15 Lincoln, Parts of Lindsey .. ..	14·1	40 Northumberland	10·8
16 Warwick .. ..	13·9	41 Suffolk, East ..	10·8
17 Devon .. ..	13·7	42 Durham .. ..	10·5
18 Berkshire .. ..	13·7	43 Cumberland ..	10·4
19 Chester .. ..	13·4	44 Lincoln, Parts of Kesteven .. ..	10·3
20 Dorset .. ..	13·0	45 Hereford .. ..	10·0
21 York, North Riding	12·9	46 York, West Riding	9·9
22 Gloucester .. ..	12·6	47 Suffolk, West ..	9·5
23 Westmorland ..	12·3	48 Lincoln, Parts of Holland .. ..	9·4
24 Worcester .. ..	12·3	49 Norfolk .. ..	9·1
25 Somerset .. ..	12·2		

Derived from:—Registrar General's Mid-year Estimates of Population and Ministry of Housing and Local Government's Rates and Rateable Values.

# IV. Estimated Product of a Penny General Rate (1960-61)

<i>County</i>	<i>1d. Rate Product £</i>	<i>County</i>	<i>1d. Rate Product £</i>
1 London .. ..	435,406	26 Wiltshire .. ..	20,697
2 Middlesex .. ..	184,431	27 York, North Riding	20,583
3 Surrey .. ..	112,841	28 Leicester .. ..	18,860
4 Essex .. ..	107,784	29 Lincoln, Parts of Lindsey .. ..	18,572
5 Kent .. ..	103,282	30 Dorset .. ..	16,286
6 Lancaster .. ..	100,605	31 Cornwall .. ..	15,117
7 York, West Riding	64,079	32 Northampton .. ..	14,281
8 Hertford .. ..	55,428	33 Norfolk .. ..	14,279
9 Chester .. ..	48,951	34 Salop .. ..	13,196
10 Hampshire .. ..	43,994	35 York, East Riding	10,520
11 Stafford .. ..	43,429	36 Cambridge .. ..	10,166
12 Durham .. ..	38,904	37 Suffolk, East .. ..	9,887
13 Warwick .. ..	34,125	38 Oxford .. ..	9,619
14 Derby .. ..	33,015	39 Cumberland .. ..	8,888
15 Sussex, West .. ..	31,878	40 Isle of Wight .. ..	5,967
16 Buckingham .. ..	31,545	41 Lincoln, Parts of Kesteven .. ..	5,597
17 Devon .. ..	29,170	42 Hereford .. ..	5,173
18 Nottingham .. ..	27,813	43 Suffolk, West .. ..	5,020
19 Sussex, East .. ..	25,678	44 Soke of Peter- borough .. ..	4,228
20 Gloucester .. ..	24,923	45 Lincoln, Parts of Holland .. ..	3,869
21 Somerset .. ..	24,909	46 Huntingdon .. ..	3,856
22 Worcester .. ..	21,733	47 Isle of Ely .. ..	3,850
23 Bedford .. ..	21,186	48 Westmorland .. ..	3,274
24 Berkshire .. ..	21,171	49 Rutland .. ..	1,063
25 Northumberland .. ..	20,787		

Source:—Rates and Rateable Values in England and Wales, 1960-61, Ministry of Housing and Local Government (H.M.S.O., 1961).

## Appendix 3

(General Introduction, para. 12)

### *National and Local Organisations Invited to Submit Views on the Organisation of Local Government in the East Midlands General Review Area*

#### NATIONAL ORGANISATIONS

Association of British Chambers of Commerce  
Association of University Teachers  
Automobile Association  
British Association of Residential Settlements  
British Medical Association  
British Red Cross Society  
British Transport Commission  
Church Commissioners  
Commons, Open Space and Footpaths Preservation Society  
Co-operative Union Limited  
Council for the Preservation of Rural England  
Federation of British Industries  
Institute of Almoners  
Institute of Civil Engineers  
Institute of Community Studies  
Institute of Highway Engineers  
Institute of Housing  
Institute of Traffic Administration  
Institute of Transport  
Library Association  
Magistrates' Association  
Multiple Shops Federation  
National and Local Government Officers Association  
National Chamber of Trade  
National Council of Family Case Work Agencies  
National Council of Women of Great Britain  
National Farmers' Union  
National Federation of Housing Societies  
National Federation of Women's Institutes  
National Housing and Town Planning Council  
National League of the Blind  
National Playing Fields Association  
National Society for the Prevention of Cruelty to Children  
National Trust  
National Union of Manufacturers  
National Union of Public Employees  
National Union of Teachers  
National Union of Townswomen's Guilds  
Queen's Institute of District Nursing

Retail Distributors Association  
 Royal Automobile Club  
 Royal College of Midwives  
 Royal College of Nursing  
 Royal Institute of British Architects  
 Royal Institute of Public Administration  
 Royal Institute of Public Health and Hygiene  
 Royal Institution of Chartered Surveyors  
 Royal National Institute for the Blind  
 St. John Ambulance Brigade  
 The Civic Trust  
 Town Planning Institute  
 Women's Voluntary Service for Civil Defence  
 Workers' Educational Association  
 Young Men's Christian Association  
 Young Women's Christian Association

#### LOCAL ORGANISATIONS

Addington Road Estates Community Association  
 Bedford Burial Board  
 Bedfordshire Association of Parish Councils  
 Bedfordshire County Agricultural Executive Committee  
 Bedfordshire Executive Council  
 Bedfordshire Rural Community Council  
 Biggleswade Water Board  
 Braunstone West Council of Social Service  
 Cam River Conservancy  
 Cambridge and District Trades Council  
 Cambridge University Extra Mural Department  
 Cambridge University and Town Waterworks Company  
 Cambridgeshire County Agricultural Executive Committee  
 Cambridgeshire Executive Council  
 Cambridgeshire, Huntingdonshire and Isle of Ely Community Council  
 Cambridgeshire Parish Councils Association  
 Chesterton and St. Ives Joint Water Board  
 City of Peterborough Burial Committee  
 Conservators of the River Thames  
 Corby Community Association  
 Corby Development Corporation  
 Corby (Northants) and District Water Company  
 East Anglia Transport Users Consultative Committee  
 East Midland Traffic Area  
 East Midlands Area Electricity Board  
 East Midlands Area Electricity Consultative Council  
 East Midlands Area Gas Board  
 East Midlands Division of the National Coal Board  
 East Midlands Gas Consultative Council  
 Eastern Area Electricity Board  
 Eastern Area Electricity Consultative Council

Eastern Area Gas Board  
 Eastern Area Gas Consultative Council  
 Eastern Counties Federation of Trades Councils  
 Eastern Traffic Area  
 Ely Burial Board  
 Great Ouse River Board  
 Great Shelford Burial Board  
 Higham Ferrers and Rushden Water Board  
 Huntingdon Burial Board  
 Huntingdon and Godmanchester Joint Sewerage Board  
 Huntingdon and Soke of Peterborough County Agricultural Executive  
 Committee  
 Huntingdon and District Trades Council  
 Huntingdonshire Executive Council  
 Huntingdonshire Parish Councils Association  
 Isle of Ely County Agricultural Executive Committee  
 Isle of Ely Executive Council  
 Isle of Ely Parish Councils Association  
 Lee Conservancy Catchment Board  
 Leicester and District Trades Council  
 Leicester Association of Social Workers  
 Leicester Executive Council  
 Leicestershire and Rutland Executive Council  
 Leicestershire Association of Parish Councils  
 Leicestershire County Agricultural Executive Committee  
 Leicestershire Rural Community Council  
 Luton Water Company  
 Metropolitan Traffic Area  
 Mid-Northamptonshire Water Board  
 Nene River Board  
 Northampton Council of Social Service  
 Northampton Executive Council  
 Northampton Trades Council  
 Northamptonshire Association of Parish Councils  
 Northamptonshire County Agricultural Executive Committee  
 Northamptonshire Executive Council  
 Northamptonshire Rural Community Council  
 Peterborough and District Trades Council  
 Ramsey Burial Board  
 Ramsey and St. Ives Joint Water Board  
 River Dove Water Board  
 Rutland County Agricultural Executive Committee  
 Rutland Parish Councils Association  
 Rutland Rural Community Council  
 Scott-Bader Commonwealth Ltd.  
 Soke of Peterborough Executive Council  
 South Midland Federation of Trades Councils  
 Southern Area Gas Board

Southern Area Gas Consultative Council  
Stamford and District Trades Council  
Stapleford Burial Board  
Swadlincote and Ashby-de-la-Zouch Joint Water Board  
Thringstone House Community Council  
Transport Users Consultative Committee for London  
Transport Users Consultative Committee of the East Midland Area  
Trades Union Council Eastern Regional Advisory Committee  
Trades Union Council North Midlands Regional Advisory Committee  
University College Leicester  
Welland River Board  
Wisbech and District Water Board

## Appendix 4

(Footnote to para. 12 of General Introduction)

### *Local Authorities and Interested Organisations Who Made Suggestions and Representations*

#### *County Councils*

Bedfordshire  
Buckinghamshire  
Cambridgeshire  
Derbyshire  
Essex  
Hertfordshire  
Huntingdonshire  
Isle of Ely  
Leicestershire  
Lincolnshire (Parts of Holland)  
Lincolnshire (Parts of Kesteven)  
Norfolk  
Northamptonshire  
Nottinghamshire  
Oxfordshire  
Rutland  
Soke of Peterborough  
West Suffolk

#### *County Borough Councils*

Leicester  
Northampton

#### *Borough Councils*

Banbury  
Buckingham  
Cambridge  
Dunstable  
Huntingdon  
Kings Lynn  
Loughborough  
Luton  
Peterborough  
St. Ives  
Stamford  
Wisbech

#### *Urban District Councils*

Ashby de la Zouch  
Ashby Woulds  
Chatteris  
Downham Market  
Harpenden  
Hinckley

Leighton Buzzard  
Letchworth  
Linslade  
March  
Market Harborough  
Melton Mowbray  
Newmarket  
Oadby  
Old Fletton  
Ramsey  
Royston  
Rushden  
St. Neots  
Swadlincote  
Wigston  
Wolverton

#### *Rural District Councils*

Amphill  
Ashby de la Zouch  
Barnack  
Basford  
Barrow upon Soar  
Bedford  
Biggleswade  
Billesdon  
Bingham  
Blaby  
Brackley  
Brixworth  
Buckingham  
Castle Donington  
Chesterton  
Downham  
East Elloe  
Ely  
Freebridge Lynn  
Hemel Hempstead  
Hitchin  
Ketton  
Luton  
Lutterworth  
Market Bosworth  
Marshland  
Melton and Belvoir



*Rural District Councils (continued)*

Mildenhall  
Newmarket  
Newport Pagnell  
Norman Cross  
Northampton  
North Witchford  
Oakham  
Peterborough  
Repton  
Saffron Walden  
St. Albans

St. Ives  
St. Neots  
South Cambridgeshire  
South East Derbyshire  
Spalding  
Thorney  
Uppingham  
Wellingborough  
West Kesteven  
Wing  
Winslow  
Wisbech

*Parish Councils and Parish Meetings*

Anstey  
Barnack  
Benwick  
Blaby  
Boughton  
Braunston  
Braunstone  
Caddington  
Costock  
Countesthorpe  
Croft  
Duston  
Duxford  
East Leake  
Eaton Socon  
Elton  
Empingham  
Enderby  
Everton  
Fen Drayton  
Girton  
Glenfield  
Glen Parva  
Granchester  
Great Shelford  
Greetham  
Hambleton  
Hardingstone  
Harlington  
Hatley  
Hildersham  
Houghton on the Hill  
Houghton Regis  
Hungarton  
Keysham  
Kingston

Kingston on Soar  
Kirby Muxloe  
Langham  
Little Shelford  
Marston Trussell  
Moulton (Northamptonshire)  
Moulton (W. Suffolk)  
Papworth Everard  
Podington  
Rempstone  
St. Martins Without  
Sapcote  
Scraptoft  
Shepreth  
Stanford on Soar  
Stapleford  
Stoney Stanton  
Stotfold  
Sudham  
Sutton Bonnington  
Syston  
Thurmaston  
Thurnby  
Toddington  
Uffington  
Upper Broughton  
Upton  
Wansford  
Welches Dam  
Weston Favell  
Whetstone  
Whissendine  
Wilburton  
Wittering  
Woburn Sands  
Wymington

### *Other Organisations*

Bedford and Cambridge Federation of Townswomen's Guilds  
Bedfordshire Parish Councils Association  
Bedfordshire Rural Community Council  
Bethel Evangelical Free Church  
Birstall Bowling Club  
Birstall Branch Women's Section—British Legion  
Birstall Drama Society  
Birstall Group "Friends of Markfield Hospital"  
Birstall Local Labour Party  
Birstall Parochial Church Council, St. James the Great  
Birstall Playing Fields Appeal Committee  
Birstall Stonehill School (Staff)  
Birstall Stonehill Secondary School (Governors)  
Blaby Baptist Church  
Blaby Baptist Women's Own  
Blaby and District Social Centre  
Blaby Men's Fireside  
Black Horse Drove Women's Institute  
Boughton Branch Women's Section—British Legion  
Boughton County Primary School (Managers)  
Boughton Women's Institute  
Braunstone and District Ratepayers Association  
Braunstone Holmfield Avenue West County Primary School (Managers and staff)  
Bridge Road Secondary School (Coalville) Parent-Teacher Association  
Cambridge Preservation Society  
Cambridgeshire Federation of Women's Institutes  
Cambridgeshire, Huntingdonshire and Isle of Ely Community Council  
Cambridgeshire, Huntingdonshire and Isle of Ely Rural District Councils Association  
Cambridgeshire and Isle of Ely Branch—Council for the Preservation of Rural England  
Cambridgeshire Branch—National Farmers' Union  
Cambridgeshire Parish Councils Association  
Cambridgeshire Standing Joint Committee  
Chatteris Branch—British Legion  
Chatteris Branch—National Farmers' Union  
Chatteris Chamber of Commerce  
Chatteris Co-operative Society Limited  
Chatteris—Good Companions Meet  
Chatteris St. Peter's Bowls Club  
Chatteris Women's Institute  
Coates Women's Institute  
Corby Development Corporation  
Countesthorpe Church of England Controlled School Parent Teachers Association  
Coveney Women's Institute  
Doddington and District Branch Women's Section British Legion  
Doddington Women's Institute

Dunstable and District—Chamber of Trade  
 Duston and District Branch British Legion  
 Duston Horticultural Association  
 Duston Labour Party  
 Duston and Upton Men's and Women's Branches Conservative Association  
 Duston Women's Institute  
 East Midlands Division, Area No. 7—National Coal Board  
 Ely Centre Women's Institute  
 Ely, City of, Branch British Legion  
 Ely, City of, Chamber of Trade  
 Ely Rotary Club  
 Gartree Mixed Hockey Club  
 Girton College Cambridge  
 Girton Glebe School (Managers)  
 Girton Glebe School Parents Association  
 Glenfield C. of E. Junior and County Infants Schools (Managing Body)  
 Glenfield St. Peters Parochial Church Council  
 Glenfield Ratepayers Association  
 Glenfield Women's Institute  
 Glen Parva—Rolleston School (Staff)  
 Guyhirne Women's Institute  
 Haddenham Women's Institute  
 Harborough Division—Conservative Association  
 Harborough Division, Kirby Muxloe Branch—Liberal and Radical Association  
 Harborough Division, Wigston Magna Branch—Conservative Association  
 Hardingstone Women's Institute  
 Hinxworth and Edworth Branch Women's Institute  
 Huntingdon and District Chamber of Trade  
 Huntingdonshire Executive Council—National Health Service  
 Huntingdonshire Parish Councils Association  
 Independent Order of Oddfellows—Loyal Rock of Hope Lodge  
 Isle of Ely Branch—National Farmers' Union  
 Isle of Ely Federation of Women's Institutes  
 Isle of Ely Local Medical Committee  
 Isle of Ely Parish Councils Association  
 Kibworth Beauchamp Grammar School (Governors)  
 Kirby East Men's Branch—Conservative Association  
 Kirby Muxloe Community Centre Committee  
 Kirby Muxloe Forest Residents Association  
 Kirby Muxloe Women's Institute  
 Leicester Branch—District Councils National and Local Government Officers Association  
 Leicester, City of, Conservative and Unionist Association  
 Leicester County Borough—Conservative Group  
 Leicestershire and Rutland Executive Council—National Health Service  
 Leicestershire Branch—National Farmers' Union  
 Leicestershire County Teachers Association—National Union of Teachers  
 Leicestershire Parish Councils Association  
 Leicestershire Rural Community Council

Leicestershire Branch—National and Local Government Officers Association  
 Leighton Buzzard and Linslade Chamber of Trade and Commerce  
 Little Downham Women's Institute  
 Little Houghton Women's Institute  
 Littleport Women's Institute  
 Little Thetford Women's Institute  
 Luton, Dunstable and District Chamber of Commerce  
 Manca Branch, Women's Section—British Legion  
 Manca British Legion Club Limited  
 Manca Village Hall Committee  
 Manca Women's Institute  
 March Branch—National Farmers' Union  
 March Rotary Club  
 March Round Table  
 March St. Mary's Women's Institute  
 Marshland St. James' Women's Institute  
 Melton Division—Conservative and Unionist Association  
 Melton Division—Birstall Branch—Conservative and Unionist Association  
 Mepal Women's Institute  
 Mid-Leicestershire Association—National Union of Teachers  
 Mid-Northamptonshire Water Board  
 Moulton and District Branch, Women's Section—British Legion  
 Moulton Parochial Church Council  
 Moulton Women's Institute  
 National Union of Manufacturers  
 National Union of Teachers  
 Newton Women's Institute  
 Northampton Chamber of Trade  
 Northamptonshire Parish Councils Association  
 Northamptonshire Rural Community Council  
 Nottinghamshire Branch—National Farmers' Union  
 Oadby Acorn Club  
 Oadby Adult School (Members)  
 Oadby Branch—British Legion  
 Oadby Branch Women's Section—British Legion  
 Oadby (Central Ward)—Conservative Association  
 Oadby Conservative Party Ward Committees  
 Oadby Evergreen Club  
 Oadby Garden and Allotments Society  
 Oadby Grange Ward—Conservative Association  
 Oadby Infant Welfare Committee  
 Oadby Ladies Bowling Club  
 Oadby—North Memorial Homes  
 Oadby Old People's Welfare Association  
 Oadby Parochial Church Council St. Peter's Church  
 Oadby Secondary, Primary and Infants School (Governors, Managers and Teachers)  
 Oadby St. Peters and Brock Hill Wards Conservative Association  
 Oadby Townswomen's Guild  
 Oadby United Club and Institute

Oakham and District Chamber of Trade  
 Peterborough and District Trades Council  
 Peterborough Joint Education Board  
 Pymore Women's Institute  
 Ramsey and District Chamber of Trade  
 Royal and Ancient Order of Buffaloes, George Lodge 1917  
 Royston Ratepayers Committee  
 Rutland and Stamford Branch—National Farmers' Union  
 Scraptoft and District Evergreen Club  
 Scraptoft Cricket Club  
 Scraptoft Valley County Infants School (Teachers)  
 Scraptoft Valley School (Teachers)  
 Scraptoft Village Country Dance Group  
 Scraptoft Women's Institute  
 Soke of Peterborough Executive Council—National Health Service  
 South Northants Conservative and Unionist Association  
 South Northants Conservative and Unionist Association—Weston Favell  
 Branch  
 Stamford Chamber of Trade  
 Stretham Women's Institute  
 Stuntney Women's Institute  
 Syston Branch Toc H.  
 Thorney Jubilee Women's Institute  
 Thurmaston, Charity of Norman Pochin (Trustees)  
 Thurmaston C. of E. Junior School (Parents and Staff)  
 Thurmaston District Men's and Women's Sections—British Legion  
 Thurmaston Ladies Hockey Club  
 Thurmaston—Lonsdale Park Owner-Occupiers Association  
 Thurmaston Old People's Welfare Association (Evergreen Club)  
 Thurmaston War Memorial Hall Trustees  
 Thurnby and Bushby Evergreen Club  
 Thurnby and District Branch—British Legion  
 Thurnby and District Branch, Women's Section—British Legion  
 Thurnby and District Free Church  
 Thurnby and District Garden and Allotment Society  
 Thurnby Bushby and Stoughton Women's Institute  
 Thurnby Parochial Church Council (St. Luke's Church)  
 Tydd St. Giles Women's Institute  
 West Suffolk Standing Joint Committee  
 Weston Favell Women's Institute  
 White Hills Property Owners Association  
 Whittlesey Women's Institute  
 Wigston Abington School (Staff)  
 Wigston Magna Annual Church Meeting, All Saints Parish  
 Wigston Magna Guthlaxton School (Parents)  
 Wilburton Women's Institute  
 Wisbech Centre Women's Institute  
 Wisbech Chamber of Commerce  
 Witchford Women's Institute  
 Wootton Women's Institute

## Appendix 5

(Footnote to para. 14 of General Introduction)

### *Local Authorities and Interested Organisations Who Made Representations on our Draft Proposals*

#### *County Councils*

Bedfordshire  
Buckinghamshire  
Cambridgeshire  
Derbyshire  
Essex  
Hertfordshire  
Huntingdonshire  
Isle of Ely  
Leicestershire  
Lincolnshire—Parts of Holland  
Lincolnshire—Parts of Kesteven  
Northamptonshire  
Norfolk  
Rutland  
Soke of Peterborough  
Warwickshire  
West Suffolk

#### *County Borough Councils*

Leicester  
Northampton

#### *Borough Councils*

Cambridge  
Dunstable  
Grantham  
Huntingdon  
Luton  
Peterborough  
Stamford  
St. Ives  
Wisbech

#### *Urban District Councils*

Chatteris  
City of Ely  
Harpenden  
Hinckley  
Leighton Buzzard  
Letchworth  
Linslade  
March  
Market Harborough  
Newmarket

Oadby  
Oakham  
Old Fletton  
Ramsey  
Royston  
Rushden  
Sleaford  
St. Neots  
Swadlincote  
Wigston

#### *Rural District Councils*

Amphill  
Ashby de la Zouch  
Barnack  
Barrow upon Soar  
Bedford  
Biggleswade  
Billesdon  
Bingham  
Blaby  
Brackley  
Brixworth  
Clare  
Chesterton  
Downham  
East Kesteven  
Hitchin  
Huntingdon  
Ketton  
Luton  
Melton and Belvoir  
Newmarket  
Newport Pagnell  
Northampton  
North Kesteven  
North Witchford  
Oakham  
Oundle and Thrapston  
Peterborough  
Repton  
St. Albans  
St. Ives  
St. Neots  
South Cambridgeshire

*Rural District Councils (continued)*

South Kesteven  
Uppingham  
West Kesteven  
Wisbech

*Parish Councils and Parish Meetings*

Abbotsley  
Ashby de la Launde  
Ashwell (Hertfordshire)  
Ashwell (Rutland)  
Aspley Guise  
Aspley Heath  
Aston Flamville  
Aubourn, Haddington and South  
Hykeham  
Barnack  
Barrington  
Barrowby  
Barton  
Bassingbourn  
Beckingham  
Belton and Manthorpe  
Billingborough  
Billinghay  
Boughton  
Bracebridge Heath  
Brant Broughton and Straggle-  
thorpe  
Branston and Mere  
Braunston  
Braunstone  
Brinkley  
Buckden  
Caldecote  
Canwick  
Carlby  
Carlton Scroop  
Castor  
Caxton  
Caythorpe with Frieston  
Clipsham  
Corby  
Cosby  
Coton  
Cottenham  
Cottesmore  
Cranwell  
Croft  
Croydon

Countesthorpe  
Coveney  
Denton  
Digby  
Dullingham  
Duston  
Duxford  
Elmesthorpe  
Eltisley  
Empingham  
Enderby  
Exton  
Fen Ditton  
Fen Drayton  
Fenstanton  
Folkingham  
Foston  
Fowlmere  
Foxton  
Gamlingay  
Girton  
Glenfield  
Glen Parva  
Grantchester  
Great Casterton  
Great Chishill  
Greatford  
Great Gidding  
Great Gransden  
Great Hale  
Great Shelford  
Great Wilbraham  
Greetham  
Gulden Morden  
Hacconby  
Hail Weston  
Hardingstone  
Harlaxton  
Harlton  
Harmston  
Harston  
Haslingfield  
Helpston  
Hexton  
Hildersham  
Hinxtton  
Histon  
Horbling  
Huncote

*Parish Councils and Parish Meetings (continued)*

Ickleton	Sharnford
Ketton	Skellingthorpe
Kilby	Southorpe
Kingston	South Rauceby
Kirby Muxloe	Stapleford
Langham	Steeple Morden
Leadenham	Stotfold
Linton	Stow-cum-Quy
Litlington	Streatley
Little Paxton	Stubton
Little Shelford	Sundon
Little Wilbraham	Sutton
Long Bennington	Swaffham Prior
Longstowe	Swavesey
Madingley	Teversham
Manton	Thriplow
Market Deeping	Thurcaston
Marston	Thurnby
Maxey	Timberland
Meldreth	Toddington
Metherringham	Toft, Lound and Manthorpe
Milton	Uppingham
Moulton	Waterbeach
Narborough	Welby
Nassington	Welbourn
Newborough	Wellingore
North Hykeham	Weston Colville
Oakington	Weston Favell
Offord Cluny	Westwick
Offord Darcy	Whaddon
Old Weston	Whetstone
Osbourneby	Whissendine
Over	Whittlesford
Pampisford	Wicken
Papworth Everard	Wigston Parva
Reach	Willingham
Ridlington	Wilsford
Ropsley and Humby	Wing
Ruskington	Woburn Sands
Ryhall	Woodnewton
Sapcote	Yarwell
Sawston	Yelling
Scraptoft	



### *Other Organisations*

Abington and Hildersham Branch—Conservative Association  
Abington Women's Institute  
Allington Women's Institute  
Ancaster Women's Institute  
Anwick Women's Institute  
Apethorpe Women's Institute  
Auborn and Haddington Women's Institute  
Barholm Women's Institute  
Barkston Women's Institute  
Bassingham Women's Institute  
Billinghay Girls and Infants County School (Staff)  
Billingborough Women's Institute  
Birbeck College Students Union  
Black Horse Drove Community Association  
Booth Social Club  
Boothville Owner-Occupiers Association  
Boughton Parochial Church Council  
Boughton Residents Committee  
Boughton Women's Institute  
Bourne Women's Institute  
Brant Broughton and Stragglethorpe Women's Institute  
Branston County Secondary School (Staff)  
Branston Women's Institute  
Braunstone Boundary Protest Committee  
Braunstone and District Ratepayers Association  
Braunstone Holmfield Avenue West County Primary School (Managers and staff)  
Braunstone West Council of Social Service  
British Medical Association (Kesteven and parts of Rutland)  
Burton-le-Coggles Women's Institute  
Cambridge and County Ratepayers Association  
Cambridge District Committee—National Union of Agricultural Workers  
Cambridge and District Trades Council  
Cambridge Preservation Society  
Cambridgeshire Association—National Union of Teachers  
Cambridgeshire Branch—National Farmers' Union  
Cambridgeshire County Cricket Club  
Cambridgeshire Executive Council—National Health Service  
Cambridgeshire Federation of Women's Institutes  
Cambridgeshire, Huntingdonshire and Isle of Ely Community Council  
Cambridgeshire and Isle of Ely Branch—Council for the Preservation of Rural England  
Cambridgeshire and Isle of Ely Branches—Country Land Owners Association  
Cambridgeshire and Isle of Ely No. 8 Group—British Legion  
Cambridgeshire Parish Councils Association  
Cambridgeshire Standing Joint Committee  
Carlton-le-Moorland Women's Institute  
Castle Bytham Women's Institute  
Caythorpe Women's Institute

Chatteris Branch—National Farmers' Union  
 Chippenham County Primary School (Managers)  
 Claypole Women's Institute  
 Claypole Church School (Staff)  
 Colsterworth Women's Institute  
 Corby and District Women's Institute  
 Cranwell Women's Institute  
 Deepings County Secondary Modern School (Staff)  
 Deeping St. James Mixed County School (Staff)  
 Denton Women's Institute  
 Digby C. of E. School (3 members of staff)  
 Digby Women's Institute  
 Dixie Grammar School (Pupils)  
 Dowsley Women's Institute  
 Dunston Women's Institute  
 Duston—"Hands Off" Committee  
 Duston Labour Party  
 Duston Old Peoples Welfare Committee  
 Duston Women's Institute  
 Duxford Women's Institute  
 Eagle Women's Institute  
 Earlesfield County Primary School (Staff)  
 Eastern Counties Federation of Trades Councils (March and District)  
 Easton-on-the-Hill Women's Institute  
 Ely, City of, Chamber of Trade  
 Essex Parish Councils Association  
 Ewerby Women's Institute  
 Folkingham Women's Institute  
 Foston Women's Institute  
 Girton Branch—Conservative Association  
 Girton College  
 Girton Glebe School (Managers)  
 Glenfield Gardeners Association  
 Glenfield Junior and County Infants School (Managers)  
 Glenfield Parishioners Action Committee  
 Glen Hills—Rolleston School (Staff)  
 Glen Parva Residents Protest Committee  
 Glenfield St. Peters Parochial Church Council  
 Glenfield Women's Institute  
 Grantham College Staff Association  
 Grantham Club—National Federation of Business and Professional Women's  
 Clubs  
 Grantham and District Association National Union of Teachers  
 Grantham Spitalgate C. of E. (Controlled) School (Staff)  
 Grantham Boys Central County Secondary Modern School (Staff)  
 Guilden Morden Branch National Union of Agricultural Workers  
 Harborough Division—Conservative Association  
 Harborough Division Glenfield Women's Section—Conservative Association  
 Harlaxton Women's Institute

Harmston Women's Institute  
 Harrowby Hall Estate Women's Institute  
 Heckington Women's Institute  
 Heighington Women's Institute  
 Helpringham Women's Institute  
 Heydour and District Women's Institute  
 Hinckley Branch—National Farmers' Union  
 Horbling Women's Institute  
 Hougham and Marston Women's Institute  
 Huncote Co-operative Society Limited  
 Hungerton Women's Institute  
 Huntingdon and District Trades Council  
 Huntingdonshire Executive Council—National Health Service  
 Huntingdonshire Parish Councils Association  
  
 Ingoldsby and District Women's Institute  
 Isle of Ely County Branch National Farmers' Union  
 Isle of Ely County Nursing Association  
 Isle of Ely Executive Council—National Health Service  
 Isle of Ely Federation of Women's Institutes  
 Isle of Ely Local Medical Committee  
 Isle of Ely Parish Councils Association  
  
 Jockey Club  
  
 Kesteven Association for the Welfare of the Physically Handicapped  
 Kesteven Community Council  
 Kesteven County Association of Teachers  
 Kesteven County Branch National Association of Local Government Officers  
 Kesteven County Council (employees petition)  
 Kesteven Executive Council—National Health Service  
 Kesteven Federation of Women's Institutes  
 Kesteven Joint Four Secondary Association of Teachers  
 Kesteven Old People's Welfare Council  
 Kesteven Parish Councils Association  
 Kesteven and Sleaford High School for Girls (Pupils)  
 Ketton Women's Institute  
 Ketton Village Meeting  
 Kirby la Thorpe Women's Institute  
 Kirby Muxloe Community Centre  
 Kirby Muxloe Liberal and Radical Association  
 Kirkby Underwood Women's Institute  
 Kirkby Underwood School (2 members of staff)  
  
 Leasingham Women's Institute  
 Leasingham C. of E. Controlled School (2 members of staff)  
 Lee Conservancy Catchment Board  
 Leicester Branch National Association of Local Government Officers  
 Leicester County Borough—Conservative Group  
 Leicester Forest—Conservative Association  
 Leicester Forest East—Infants Welfare Committee  
 Leicester Forest Women's Institute  
 Leicester and Rutland Executive Council—National Health Service

Leicestershire Branch National Farmers' Union  
 Leicestershire Parish Councils Association  
 Leicestershire Rural Community Council  
 Lincolnshire Branch—National Farmers' Union  
 Longbennington Women's Institute  
 Longstowe Women's Institute  
 Luton, Dunstable and District Chamber of Commerce  
  
 Manthorpe Women's Institute  
 March Branch—National Farmers' Union  
 March Chamber of Commerce  
 March Labour Party  
 March Rotary Club  
 Market Deeping Women's Institute  
 Maxey Women's Institute  
 Melton Division Scraptoft Branch—Conservative and Unionist Association  
 Metheringham Women's Institute  
 Morton C. of E. (Controlled) School (Staff)  
 Morton Women's Institute  
 Moulton Women's Institute  
 Moulton Women's Section—British Legion  
  
 Narborough District Liberal Association  
 Nassington Women's Institute  
 Northamptonshire Archives Committee  
 Northamptonshire, Bedfordshire and Huntingdonshire Association of  
 Architects  
 Northamptonshire Parish Councils Association  
 Northamptonshire Record Society  
 Northamptonshire Rural Community Council Local History Committee  
 Northamptonshire and Soke of Peterborough Federation of Women's  
 Institutes  
 North Hykeham C. of E. Primary (Controlled) School (Staff)  
 North Hykeham Women's Institute  
 North Kensington Labour Party  
 North Kyme Women's Institute  
 Norton Disney and Thurlby Women's Institute  
  
 Oadby Acorn Club  
 Oadby Grange Ward—Conservative Association  
 Oakham and District Chamber of Trade  
 Oakham Rotary Club  
 Orwell Women's Institute  
 Osbournby Women's Institute  
  
 Peakirk Women's Institute  
 Peterborough Chamber of Trade  
 Peterborough City Council—Minority Group  
 Peterborough and District Law Society  
 Peterborough and District Trades Council  
 Peterborough Labour Party  
  
 Quarrington Women's Institute

Royal and Ancient Order of Buffaloes—George Lodge 1917  
 Royston Conservative Association  
 Royston Council Tenants Association  
 Royston and District Branch—British Legion  
 Royston and District Local Association—Boy Scouts  
 Royston Labour Party  
 Royston Labour Party Women's Section  
 Royston Liberal Association  
 Royston Maintained Schools (Governors, Managers and Teaching Staffs)  
 Royston Secondary School (Parents Association)  
 Royston "Stay in Hertfordshire" Committee  
 Royston Women's Co-operative Guild  
 Ruskington Secondary Modern School (Staff)  
 Ruskington Women's Institute  
 Rutland Rural Community Council  
 Rutland and Stamford Branch—National Farmers' Union  
 Scredington Women's Institute  
 Scopwick and Kirby Green Women's Institute  
 Scraftoft Hamilton Secondary School (Governors)  
 Scraftoft Women's Institute  
 Shackerdale Farm Estate Residents Committee  
 Shelford Joint Branch—Conservative and Unionist Association  
 Sleaford Business and Professional Women's Club—National Federation of  
 Business and Professional Women's Clubs of Great Britain and Northern  
 Ireland  
 Sleaford Centre Women's Institute  
 Sleaford and District Chamber of Commerce  
 Sleaford Rotary Club  
 Sleaford Round Table  
 Sleaford—William Alvey School (Staff)  
 Soke of Peterborough Executive Council—National Health Service  
 South Hykenham Women's Institute  
 South Hymen Women's Institute  
 South Northamptonshire Conservative and Unionist Association  
 South Northamptonshire, Duston and Upton Branch—Conservative and  
 Unionist Association  
 South Northamptonshire Weston Favell Branch—Conservative and Unionist  
 Association  
 South Witham Women's Institute  
 Stamford Chamber of Trade  
 Stamford Rotary Club  
 Stamford St. Martins School (Headmaster and 3 teachers)  
 Stapleford and District Women's Institute  
 Stoke Easton and Great Ponton Women's Institute  
 Stoney Stanton Women's Institute  
 Swaffham Prior Women's Institute  
 Swinstead School (Headmistress and 1 teacher)  
 Swinderby Women's Institute  
 Tallington Women's Institute  
 Thriplow Jubilee Friendship Club

Thriplow Local Labour Party  
 Thurlaston Women's Institute  
 Thurlby County School (Staff)  
 Thurlby Women's Institute  
 Thurnby Bushby and Stoughton Women's Institute  
 Timberland Women's Institute  
 Twenty Women's Institute  
 Uffington Women's Institute  
 Waddington Women's Institute  
 Walcot and Pickworth Women's Institute  
 Warden Hill Residents Association  
 Washingborough Women's Institute  
 Welbourn C. of E. School (Staff)  
 West Deeping Women's Institute  
 West Suffolk Parish Councils Association  
 Weston Favell Women's Institute  
 White Hills St. Marks Keep Fit Ladies Classes (Members)  
 White Hills Property Owners Association  
 Whittlesford and District Branch—British Legion  
 Whittlesford and District Branch—British Legion Women's Section  
 Wigston Fields Junior and Infants Schools (Managers)  
 Wittering Women's Institute

*Authorities and Organisations Represented at the Conferences  
Northampton—24th and 25th May, 1960*

*Local Authorities*

Bedfordshire County Council  
Northamptonshire County Council  
Northampton County Borough Council  
Rushden Urban District Council  
Brackley Rural District Council  
Brixworth Rural District Council  
Northampton Rural District Council

*Parish Councils and Parish Councils' Associations*

Northamptonshire Association of Parish Councils  
Boughton Parish Council  
Duston Parish Council  
Hardingstone Parish Council  
Moulton Parish Council  
Weston Favell Parish Council

*Other Organisations*

Federation of British Industries (N. Midland Regional Council)  
National and Local Government Officers' Association  
National Union of Teachers  
Northamptonshire and Soke of Peterborough Federation of Women's  
Institutes

*Bedford—8th and 9th June, 1960*

*Local Authorities*

Bedfordshire County Council  
Buckinghamshire County Council  
Hertfordshire County Council  
Huntingdonshire County Council  
Dunstable Borough Council  
Luton Borough Council  
Harpenden Urban District Council  
Leighton Buzzard Urban District Council  
Letchworth Urban District Council  
Linslade Urban District Council  
Ampthill Rural District Council  
Biggleswade Rural District Council  
Hemel Hempstead Rural District Council  
Hitchin Rural District Council  
Luton Rural District Council  
Newport Pagnell Rural District Council  
St. Albans Rural District Council

*Parish Councils and Parish Councils' Associations*

Bedfordshire Association of Parish Councils

Caddington Parish Council  
Hyde Parish Council  
Streatley Parish Council  
Sundon Parish Council  
Toddington Parish Council

*Other Organisations*

Luton, Dunstable and District Chamber of Commerce  
National and Local Government Officers' Association  
National Union of Teachers

*Leicester—29th and 30th June, 1960*

*Local Authorities*

Derbyshire County Council  
Leicestershire County Council  
Lincolnshire (Parts of Kesteven) County Council  
Northamptonshire County Council  
Nottinghamshire County Council  
Rutland County Council  
Leicester County Borough Council  
Ashby Woulds Urban District Council  
Market Harborough Urban District Council  
Oadby Urban District Council  
Swadlincote Urban District Council  
Wigston Urban District Council  
Ashby de la Zouch Rural District Council  
Barrow upon Soar Rural District Council  
Bosford Rural District Council  
Billesdon Rural District Council  
Bingham Rural District Council  
Blaby Rural District Council  
Brixworth Rural District Council  
Castle Donington Rural District Council  
Melton and Belvoir Rural District Council  
Repton Rural District Council  
West Kesteven Rural District Council

*Parish Councils and Parish Councils' Associations*

Leicestershire Parish Councils' Association  
Birstall Parish Council  
Braunstone Parish Council  
Glenfield Parish Council  
Glen Parva Parish Council  
Kirby Muxloe Parish Council  
Scraptoft Parish Council  
Thurcaston Parish Council  
Thurmaston Parish Council  
Thurnby Parish Council

*Other Organisations*

Braunstone West Council of Social Service  
Conservative Group, Leicester County Borough Council



Leicestershire Branch—National Farmers' Union  
Leicestershire Rural Community Council  
Leicestershire and Rutland Executive Council  
National Union of Manufacturers  
National Union of Teachers

*Leicester—1st July, 1960*

*Local Authorities*

Huntingdonshire County Council  
Leicestershire County Council  
Lincolnshire (Parts of Kesteven) County Council  
Rutland County Council  
Stamford Borough Council  
Oakham Urban District Council  
Barnack Rural District Council  
Ketton Rural District Council  
Oakham Rural District Council  
Oundle and Thrapston Rural District Council  
South Kesteven Rural District Council  
Uppingham Rural District Council

*Parish Councils and Parish Councils Associations*

Rutland Parish Councils Association  
Ashwell Parish Meeting  
Braunston Parish Council  
Clipsham Parish Meeting  
Cottesmore Parish Meeting  
Greetham Parish Council  
Manton Parish Council  
Preston Parish Meeting  
Ryhall Parish Council  
Uppingham Parish Council  
Wing Parish Council

*Other Organisations*

Leicestershire Branch of the National Farmers' Union  
Leicestershire and Rutland Executive Council  
Leicestershire and Rutland Fed. of Women's Institutes  
National and Local Government Officers' Association  
National Union of Manufacturers  
National Union of Teachers  
Oakham and District Chamber of Trade  
Rutland County and Stamford Branch of National Farmers' Union  
Rutland Rural Community Council

*Cambridge—19th to 22nd July, 1960*

*Local Authorities*

Bedfordshire County Council  
Cambridgeshire County Council  
Hertfordshire County Council  
Huntingdonshire County Council

Isle of Ely County Council  
 Lincolnshire (Parts of Kesteven) County Council  
 Norfolk County Council  
 Northamptonshire County Council  
 Soke of Peterborough County Council  
 Rutland County Council  
 West Suffolk County Council  
 Cambridge Borough Council  
 St. Ives Borough Council  
 Peterborough Borough Council  
 Stamford Borough Council  
 Wisbech Borough Council  
 Chatteris Urban District Council  
 City of Ely Urban District Council  
 March Urban District Council  
 Newmarket Urban District Council  
 Old Fletton Urban District Council  
 Ramsey Urban District Council  
 Royston Urban District Council  
 St. Neots Urban District Council  
 Whittlesey Urban District Council  
 Barnack Rural District Council  
 Bedford Rural District Council  
 Chesterton Rural District Council  
 Clare Rural District Council  
 Downham Rural District Council  
 Ely Rural District Council  
 Huntingdon Rural District Council  
 Ketton Rural District Council  
 Marshland Rural District Council  
 Mildenhall Rural District Council  
 Newmarket Rural District Council  
 Oakham Rural District Council  
 Oundle and Thrapston Rural District Council  
 Peterborough Rural District Council  
 St. Ives Rural District Council  
 St. Neots Rural District Council  
 South Cambridgeshire Rural District Council  
 South Kesteven Rural District Council  
 Wisbech Rural District Council

*Parish Councils and Parish Councils Associations*

Cambridgeshire Parish Councils Association  
 Girton Parish Council  
 Teversham Parish Council  
 Huntingdonshire Parish Councils Association  
 Abbotsley Parish Council  
 Great Paxton Parish Council  
 Hail Weston Parish Council  
 Tetworth Parish Meeting  
 Waresley Parish Meeting

Isle of Ely Parish Councils Association  
Kesteven Parish Councils Association  
Northamptonshire Parish Councils Association  
West Suffolk Parish Councils Association

*Other Organisations*

Cambridgeshire Branch—National Farmers' Union  
Cambridgeshire Executive Council—National Health Service  
Cambridgeshire Federation of Women's Institutes  
Cambridgeshire Preservation Society  
Cambridgeshire and Isle of Ely Branch—British Legion  
Cambridgeshire, Huntingdonshire and Isle of Ely Community Council  
Girton College  
Huntingdonshire Executive Council—National Health Service  
Huntingdonshire Federation of Women's Institutes  
Isle of Ely Executive Council—National Health Service  
Isle of Ely Federation of Women's Institutes  
Jockey Club  
Kesteven Association for the Welfare of the Physically Handicapped  
Kesteven Community Council  
Kesteven Federation of Women's Institutes  
Kesteven Old People's Welfare Council  
National Union of Teachers  
Northamptonshire and Soke of Peterborough Federation of Women's Institutes  
Peterborough and District Trades Council  
Peterborough Joint Education Board  
Royston and District Chamber of Commerce  
Suffolk Rural Community Council

## Appendix 7

(Ch. II, para. 98)

### *Cambridge Borough Council's Proposals*

1. Cambridge Borough Council proposed that the borough should become a county borough and should be extended by the addition of the following areas from Chesterton rural district:—

Parish	Acreage	Population	Rateable Value
			£
(i) Girton (part) .. .. .	535	1,585	30,155
(ii) Impington (part) .. .. .	64	18	222
(iii) Milton (part) .. .. .	192	70	141
(iv) Fen Ditton (part) .. .. .	287	94	7,352
Teversham (part) .. .. .			
(v) Haslingfield (part) .. .. .	321	3	4
(vi) Coton (part) .. .. .	94	10	1,097
Granchester (part) .. .. .			
Total .. .. .	1,493	1,780	38,971

2. In the borough council's view all the first four areas were continuations of the town area of Cambridge; the fifth area consisted of land belonging to Anstey Hall and the Plant Breeding Institute, the buildings of which were within the city boundary; and the sixth area included some college playing fields and land required for a link road which would, for the rest of its length, be wholly within the city. The proposal to take in part of Girton parish was supported by Girton College, which did not want to go on being the only college of the University outside the city boundary.

3. Chesterton Rural District Council opposed these proposals, but did not offer any strong objection to including the land at Milton within the city. The county council said that the proposals would have an adverse effect on the rate income of the rural district and the parishes; if boundary adjustment was desirable, they drew attention to the development plan which, they said, clearly differentiated between the built-up part of Cambridge and the surrounding open lands. Of the parish councils Granchester felt they could make no case against transfer of part of their area; Girton strongly opposed the proposals; and the Cambridgeshire Parish Councils Association suggested that only part of area (iv) should be conceded.

4. We considered these areas in the light of regulation 11 and decided that the first four areas must be regarded as continuations of the town area of Cambridge; it also appeared to us reasonable that the land required for the link road and road junction should be within the city. We therefore proposed in our draft proposals that, if Cambridge became a county borough, their boundaries should be extended to include all the areas they had asked for except the land at Haslingfield.

5. As we do not now propose that Cambridge should be made a county borough, any adjustment of the city's boundaries will, if our proposals are accepted, be a matter for the county council at the county review. But we would think it reasonable that Cambridge, even as a non-county borough, should be given boundary extensions on the lines of our draft proposals.

*Luton Borough Council's Proposals*

Luton Borough Council proposed that the borough should become a county borough and should be extended by the addition of the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Dunstable B. (part) .. .. .	15	—	—
Luton R.D.:—			
Hyde .. .. .	4,959	687	14,886
Caddington (part) .. .. .	2,741	4,536	31,735
Streatley (part) .. .. .	2,649	2,115	17,925
Sundon (part) .. .. .	535	3,725	56,701
Toddington (part) .. .. .	1,200	320	1,628
Houghton Regis (part) .. .. .	480	368	2,563
Total .. .. .	12,579	11,751	125,438

## Appendix 9

(Ch. V, Pt. 1, para. 281)

### *Leicester County Borough Council's Proposals*

Leicester County Borough Council proposed that the county borough should be extended by the addition of the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Oadby U.D. (part) .. .. .	709	2,200	40,000
Wigston U.D. (part) .. .. .	293	1,500	21,500
Barrow upon Soar R.D.:—			
Thurcaston (part) .. .. .	313	—	—
Barkby Thorpe (part) .. .. .	232	—	—
Blaby R.D.:—			
Glen Parva (part) .. .. .	508	3,700	41,500
Braunstone .. .. .	1,013	10,600	108,500
Kirby Muxloe (part) .. .. .	458	700	15,500
Glenfields (part) .. .. .	1,057	4,200	40,500
Billesdon R.D.:—			
Scraptoft .. .. .	1,711	7,650	68,500
Thurnby (part) .. .. .	164	950	10,000
<b>Total .. .. .</b>	<b>6,458</b>	<b>31,500</b>	<b>346,000</b>

*Northampton County Borough Council's Proposals*

Northampton County Borough Council proposed that the county borough should be extended by the addition of the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Brixworth R.D.:—			
Moulton (part) .. .. .	370	700	8,565
Boughton (part) .. .. .	1,975	2,400	27,657
Northampton R.D.:—			
Upton (part) .. .. .	825	250	9,592
Duston (part) .. .. .	1,625	4,100	49,754
Weston Favell (part) .. .. .	850	4,600	47,114
Billing (part) .. .. .	310	15	110
Hardingstone (part) .. .. .	2,145	1,250	15,539
Wootton (part) .. .. .	3	5	178
Total .. .. .	8,103	13,320	158,509

## Appendix 11

(General Introduction, para. 18)

### *Schedule Defining the Proposed Boundaries as Shown on the 2½ Scale Definitive Maps*

- Map No. 1. Proposed Alteration of the Areas of Administrative Counties.  
Map No. 2. County Borough of Leicester. Proposed Alteration of Area.  
Map No. 3. County Borough of Northampton. Proposed Alteration of Area.

Map No. 4. Proposed County Borough of Luton.

The thirty-one parts forming Map No. 1 are numbered consecutively from north to south over the Review Area and the areas covered by these parts are shown on Map A accompanying this Report

It has been found convenient for reference purposes to divide the proposed boundary, shown in each Part, into sections which are lettered on the Map, and the convention has been adopted of lettering the sections progressively from north to south or from west to east.

The proposed boundaries shown on Maps Nos. 2, 3 and 4 are similarly divided into lettered sections, the boundaries being lettered from an appropriate northerly point round each county borough in a clockwise direction.

Those sections of the boundaries where the precise line still remains in doubt, and which, therefore, are covered by a special recommendation regarding their future modification (see paragraph 18) are marked by an asterisk.

The proposed boundary follows:—

#### *Map No. 1*

##### *Part 1:*

- A - B Eastern boundary of railway.  
B - C Existing county boundary.  
C - D Field boundaries; centre of river Devon; field boundary; eastern boundary of highway.

##### *Part 2:*

- A - B Centre of river Trent.  
B - C Existing county boundary  
C - D Centre of river Trent.  
D - E Western bank of river Trent.  
E - F Existing county boundary.  
F - G South-western bank of river Trent.

##### *Part 3:*

- A - B Western boundary of road.  
B - C Eastern boundary of road.  
C - D Existing county boundary.  
D - E Field boundaries  
E - F Eastern boundary of road.



*Part 4:*

- A - B Field boundaries; park wall; southern boundary of footpath.
- B - C Existing county boundary.
- C - D Field boundaries.

*Part 5:*

- A - B Field boundaries.
- B - C Watercourse.
- C - D Field boundaries.

*Part 6:*

- A - B Eastern verge of road.
- B - C Existing county boundary.
- C - D Field boundary; eastern boundary of road; field boundaries.

*Part 7:*

- A - B Existing boundary of rural district.
- B - C Field boundaries.

*Part 8:*

- A - B Field boundaries.
- B - C Existing county boundary.
- C - D Line 220 feet west of the centre of the road.
- D - E Existing county boundary.
- E - F Field boundaries.
- F - G Footpath.
- G - H Field boundary and North Spinney border.
- H - I Existing parish boundary.
- I - J Watercourse.
- J - K Field boundary.
- K - L Northern boundary of road.
- L - M Field boundary and watercourse.
- M - N Existing county boundary.
- N - O Centre of river Nene.

*Part 9:*

- A - B Centre of river Nene.
- B - C Existing county boundary.
- C - D Centre of river Nene.
- D - E Existing county boundary.
- E - F Centre of river Nene.
- F - G Existing county boundary.
- G - H Centre of river Nene.
- H - I Existing county boundary.
- I - J Centre of river Nene.
- J - K Existing county boundary.
- K - L Centre of stream.

*Part 10:*

- Line 220 feet south-west of the centre of the road; curtilages; line 220 feet south-west of the centre of the road.

- Part 11:*  
Western boundary of road.
- Part 12:*  
Watercourse.
- Part 13:*  
Watercourse.
- Part 14:*  
Field boundaries
- Part 15:*  
A - B Watercourse; eastern boundary of road.  
B - C Existing county boundary.  
C - D Eastern boundary of road.
- Part 16:*  
A - B Field boundaries.  
B - C Existing county boundary.  
C - D South-eastern boundary of Gibbet Lane.
- Part 17:*  
Field boundaries.
- Part 18:*  
Curtilage of dwelling.
- Part 19:*  
A - B Western boundary of road.  
B - C Existing county boundary.  
C - D Existing parish boundary.  
D - E Western boundary of road.  
E - F Existing parish boundary.
- Part 20:*  
Field boundaries.
- Part 21:*  
A - B Eastern boundary of road  
B - C Existing parish boundary.  
C - D Watercourse.  
D - E Northern boundary of road.  
E - F Eastern boundary of track  
F - G Centre of Begwary Brook  
G - H Field boundaries.  
H - I Centre of South Brook.  
I - J Centre of river Ouse.  
J - K Existing county district boundary.  
K - L Existing county boundary.  
L - M Field boundaries.  
M - N Existing county boundary.  
N - O Field boundaries.  
M - M<sup>1</sup> Western boundary of road.

*Part 22:*

- A - B Field boundaries.
- B - C Existing county boundary.
- C - D Footpath; field boundaries.
- D - E Southern boundary of railway.
- E - F Field boundaries; footpaths; field boundary.

*Part 23:*

Western boundary of railway; field boundaries.

*Part 24:*

- A - B Footpath; line 220 feet south of the centre of Icknield Way.
- B - C Line 220 feet east of the centre of the road; footpath.

*Part 25:*

- A - B Field boundary.
- B - C Existing county boundary.
- C - D Field boundary.
- D - E Existing county boundary.
- E - F Field boundary.
- F - G Existing county boundary.
- G - H Field boundaries.
- H - I Existing county boundary.
- I - J Field boundary.
- J - K Existing county boundary.
- K - L Field boundary.

*Part 26:*

Southern line of existing urban district boundary.

*Part 27:*

- A - B Field boundary and projection to B.
- B - C Existing county boundary.
- C - D Field boundaries.
- D - E Existing county boundary.
- E - F Field boundaries.

*Part 28:*

- A - B Southern boundary of railway.
- B - C Field boundary.
- C - D Eastern boundary of Station Road.
- D - E North-western boundary of footpath.
- E - F Existing county boundary.
- F - G Western boundary of road.
- G - H Curtilage of dwelling.
- H - I Existing county boundary.
- I - J Northern boundary of Aspley Hill.
- J - K Existing county boundary.
- K - L South-eastern boundary of footpath.

*Part 29:*

- A - B Field boundaries.
- B - C Line 220 feet west of the centre of the road.
- C - D Northern boundary of road.
- D - E Existing parish boundary.

*Part 30:*

- A - B Field boundaries.
- B - C Existing boundary of urban district.

*Part 31:*

- A - B Field boundary.
- B - C South-eastern boundary of minor roads.
- C - D Field boundary.
- D - E South-eastern boundary of road.
- E - F Existing county boundary.
- F - G Field boundary.
- G - H Eastern boundary of road.
- H - I Southern curtilage of dwellings; east-west curtilage projected to road; south-western boundary of road.

*Map No. 2*

- A - B Existing county borough boundary.
- B - C Boundary of Birstall golf course; northern boundary of allotments; western boundary of Loughborough Road; eastern boundary of Birstall Road.
- C - D Existing county borough boundary.
- D - E Rear curtilage of dwellings in Herricks Avenue and June Avenue.
- E - F Existing county borough boundary.
- F - G Existing Scraftoft parish boundary.
- G - H Field boundaries; eastern boundary of road; field boundaries.
- H - I Existing Scraftoft parish boundary.
- I - J Northern boundary of railway; eastern boundary of Thurnby Lodge housing estate.
- J - K Existing county borough boundary.
- K - L\* Eastern boundary of proposed ring road; northern boundary of Stoughton Road; centre of Stoughton Drive South; southern boundary of proposed ring road.

North of Gartree Road and west of London Road the boundary follows the outer boundary of the proposed ring road which, in these two areas, is close to the boundary provisionally adopted in our Draft Proposals and will provide a more reasonable and convenient boundary, leaving the ring road outside the city for one stretch only between Gartree Road and London Road.

These two stretches of the boundary are covered by our general recommendation that the line be modified where necessary to coincide with the boundary of the ring road when constructed.

- L - M Existing county borough boundary.
- M - N Field boundaries; western boundary of sports ground.
- N - O Existing county borough boundary.
- O - P Field boundary; western boundary of Saffron Lane and Saffron Road (B.5366); northern and western boundary of War Department land; northern boundary of railway; centre of river Sence; eastern boundary of railway.  
 South of Glen Parva the boundary, which followed the Grand Union Canal in the Draft Proposals, has been moved southwards to the next definable line provided by the railway and the river so as to include the remaining development in this parish along the Wigston—Glen Parva road.
- P - Q Existing county borough boundary.
- Q - R Existing Braunstone parish boundary; eastern boundary of Narborough Road South; field boundaries; existing Braunstone parish boundary; field boundaries; existing Braunstone parish boundary; field boundaries and their direct continuation to line of proposed motorway.
- R - S\* Eastern boundary of proposed motorway.  
 This section of the boundary is covered by our general recommendation that the line be modified where necessary to coincide with the eastern boundary of the motorway when constructed.
- S - T Field boundaries; north-western boundary of road; field boundary.
- T - U\* Centre of Rothley Brook; northern boundary of road (A.50).  
 There is a proposal to widen this road. This section is therefore covered by our general recommendation that the boundary be adjusted to coincide with the northern boundary of the road when widened.
- U - V Existing county borough boundary.
- V - W Field boundaries; southern boundary of lane.
- W - X Existing county borough boundary.
- X - Y Centre of Rothley Brook; eastern boundary of road; field boundaries rear curtilage of development on Rectory Lane and a direct continuation of this line where no development exists; rear curtilage of development on Leicester Road; southern curtilage of dwelling.  
 In this section the proposed boundary now follows the eastern side of the road between Anstey and Thurcaston so as to leave the whole of this road in the county.
- Y - A Eastern boundary of road; field boundaries; western boundary of railway.

*Map No. 3*

- A - B Curtilage; 220 feet west of middle of Harborough Road; field boundary; curtilages.

- B - C Field boundary; eastern boundary of Long Spinney; southern boundary of Obelisk Spinney; straight line to field boundary; field boundaries; northern boundary of drive.
- C - D Field boundaries; western boundary of lane; field boundary and curtilage; curtilage of housing on northern side of Boughton Green Road; straight line to field boundary; field boundary; 220 feet west of Northampton Lane South; projection westward of north curtilage of No. 62 Northampton Lane South; curtilages.
- D - E Field boundaries; curtilages of development; 220 feet east of centre of Kettering Road; field boundaries.  
Sections A to E bring within the county borough the suburban extensions at Whitehills and Buttocks Booth together with such open land as is necessary to secure a satisfactory boundary along the watershed.
- E - F Existing parish boundary.
- F - G Eastern boundary of Lumbertubs Lane.
- G - H Existing parish boundary.
- H - I Curtilages of development; 220 feet south of centre of Wellingborough Road; straight line to corner of gravelled farm road; northern fence of gravelled farm road; watercourse; straight line from bend in watercourse to meet southern curtilage of Howard's House, Church Way.
- I - J Eastern boundary of Church Way; southern boundary of Billing Road East; western boundary of lane; field boundaries.
- J - K\* Centre of river Nene; eastern boundary of Bedford Road.  
This section at its eastern end follows the eastern boundary of the existing Bedford Road. There is a proposal for re-aligning this road, and if and when this is carried out it is covered by our general recommendation that the proposed boundary be modified where necessary to coincide with a line 220 feet north of the middle of the road when re-aligned.
- K - L Southern boundary of railway.
- L - M Culvert under railway; field boundary; straight line from corner of field (O.S. No. 103) due west to field boundary.
- M - N Eastern and southern fenced boundary of Delapre Park.
- N - O Eastern boundary of road (A.508); northern boundary of Mere Way; northern boundary of Green Lane.
- O - P Western perimeter of Hunsbury Hill Fort; field boundary; footpath; western boundary of road; factory fence; field boundary.
- P - Q Existing parish boundary; 220 feet south of centre of Weedon Road for distance of 200 feet west of parish boundary; across Weedon Road to western curtilage of 32 Weedon Road; existing parish boundary.
- Q - R Field boundaries; western boundary of Sandy Lane.

- R - S Existing rural district boundary.
- S - T Eastern edge of Dallington Heath.
- T - U Northern boundary of lane; footpath; northern boundary of railway; field boundary.
- U - V Existing rural district boundary; existing parish boundary; field boundary; eastern boundary of railway.
- V - W Curtilages of development along A.50; field boundaries; curtilages of dwellings on northern side of White Hills Way.

*Map No. 4*

- A - B Western boundary of railway; across railway; southern boundary of trackway.
- B - C Northern boundary of trackway; field boundaries; curtilage of Great Bramingham Farm; southern boundary of road.  
Between A and C the boundary follows a regular and recognizable line and is adequate to contain within the proposed county borough the two suburban salients forming a natural extension to the town area as well as reasonable space for future residential development as and when needed. At the same time it keeps well below the skyline of the Sundon-Streatley ridge, and avoids suburban coalescence with the rural villages of Sundon and Streatley.
- C - D Southern boundary of trackway; field boundaries forming western boundary of trackway; western boundary of lane.
- D - E Existing borough boundary.
- E - F Existing county and borough boundary.
- F - G Largely field boundaries forming existing county boundary.
- G - H Northern boundary of road; northern boundary of lane; field boundary; western boundary of lane; field boundary; northern boundary of trackway; curtilages of Someries Farm; northern boundaries of trackway.  
Between F and H the boundary is intended to include within the proposed county borough the whole of Luton Airport and consistent with securing as regular and recognizable a boundary as possible (and to avoid leaving a small part of Bedfordshire cut off from the rest of the county) a minimum amount of agricultural land has been included.
- H - I Existing borough boundary.
- I - J South-east curtilage of car park; northern boundary of railway; across railway; curtilages; south-western boundary of road (B.653).
- J - K Southern boundary of road (B.653).
- K - L Field boundary; western boundary of Lower Kidney Wood; northern boundary of Kidney Wood.

Between K and L the intention is to bring within Luton land zoned for urban purposes in the development plan (schools and allotments).

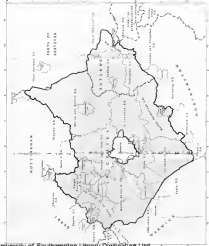
- L - M Existing borough boundary.
- M - N Eastern boundary of road (A.6).
- N - O\* Eastern and southern boundary of proposed extended roundabout; western boundary of link road; eastern boundary of motorway (M.1)  
 There is a proposal that the existing junction between the A.6 and the link road leading to the motorway M.1 should be enlarged into a roundabout. If and when this project comes about it is desirable that the whole of this roundabout should be within the county borough. The remainder of the line proposed between N and O follows the motorway and the link road, which not only form regular and recognizable boundaries but with their limited crossing points form barriers to future development and this section is therefore covered by our general recommendation that the boundary be adjusted where necessary for this purpose.
- O - P Northern boundary of railway.
- P - Q Existing borough boundary.
- Q - R Northern boundary of railway; western boundary of Skimpot Lane; centre of Poynters Road; field boundary.  
 Most of Poynters Road passes through a developed area and as frontagers on both its sides should have some representation in the authorities controlling it, the proposed boundary has been placed in the centre of the road.
- R - A Existing borough boundary.







# PROPOSED NEW ADMINISTRATIVE COUNTY AMALGAMATING THE COUNTIES OF LEICESTER AND RUTLAND

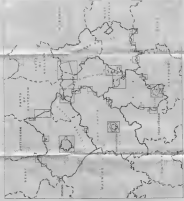


Scale 1:50,000

Legend:

- Regional Boundary and County Borough boundaries
- County Boundary
- District Boundary
- Parish Boundary
- Urban Area
- Water
- Road
- Railway
- Other

**Abstract** **Background:** The purpose of this study was to determine the prevalence of and risk factors for the presence of a urinary tract infection (UTI) in patients with a urinary catheter (UC) in the intensive care unit (ICU). **Methods:** A descriptive study was conducted in the ICU of a tertiary care hospital. A total of 100 patients with a UC were included in the study. Data were collected on the following variables: age, sex, duration of UC, type of UC, and the presence of a UTI. The prevalence of UTI was determined by the presence of a positive urine culture. **Results:** The prevalence of UTI was 42%. The risk factors for the presence of a UTI were: duration of UC (p < 0.001), type of UC (p < 0.001), and the presence of a UTI (p < 0.001). **Conclusion:** The prevalence of UTI in patients with a UC in the ICU was 42%. The risk factors for the presence of a UTI were: duration of UC, type of UC, and the presence of a UTI.



1. The first step is to identify the problem or question that needs to be answered. This involves understanding the context and the specific requirements of the task.

1. *Journal of the American Medical Association*, 2000; 284: 2689-2694.

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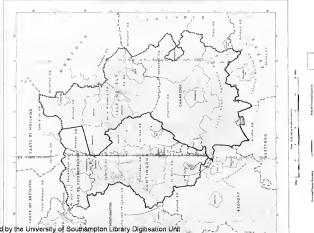
*(continued)*

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MAP 8

PROPOSED NEW ADMINISTRATIVE COUNTIES AMALGAMATING THE  
COUNTIES OF HUNTINGDON AND SOME OF PETERBOROUGH AND  
THE COUNTIES OF CAMBRIDGE AND ISLE OF ELY





LOCAL GOVERNMENT COMMISSION FOR ENGLAND  
EAST MIDLANDS REGIONAL DESIGN AREA

MAP 1

PATTERN OF DEVELOPMENT

LUTON M.B.



Scale 1:50,000 (1 inch = 1 mile)

Automatically built-up areas

Public and Private Open Space

Previously Built-up Areas

Dark Green Belt

General Location of Luton M.B.



Dark Green Belt (see also p. 10)

Dark Green Belt (see also p. 10)



Existing boundaries

County and Urban Boundary

County Boundary

Urban Boundary

Urban Boundary

Urban Boundary

Urban Boundary

Urban Boundary

Urban Boundary

Urban Boundary

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